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ABSTRACT

A Senate committee hearing received testimony about high dropout rates and other problems at seven off-reservation boarding schools operated by the Bureau of Indian Affairs (BIA) or by tribal groups under BIA contract. The schools are Pierre Indian Learning Center (South Dakota), Sequoyah Indian High School (Oklahoma), Wahpeton Indian School (North Dakota), Chemawa Indian School (Oregon), Flandreau Indian School (South Dakota), Riverside Indian School (Oklahoma), and Sherman Indian High School (California). Together, these seven schools enrolled 2,623 students at the start of the 1993-94 school year, but had only 1,557 students in attendance at the end of the year. In addition, persons associated with the schools had expressed concern that inadequate funding made it impossible for the schools to deal with rising numbers of court referred students and students with serious social and emotional problems. Testimony from BIA and Indian Health Service administrators, school administrators and board members, tribal leaders, and students discussed the feasibility of the therapeutic community school model, whether the model can be developed for implementation in off-reservation boarding schools, per-pupil funding at the seven schools compared to funding at comparable state residential institutions, needs for psychiatric and other mental health services, substance abuse, parent participation, school monitoring and evaluation procedures, and inadequate dormitories. An appendix of additional materials includes school mission statements, descriptions of service delivery models, a review of the Indian School Equalization Program (ISEP) suggesting that ISEP funding is inadequate, investigations of student criminal activities, profiles of student needs and problems, concept papers on the development of alternative schools, data on academic achievement and mental health indicators, federal boarding school evaluations, research reports on student tobacco use, and a summary of identified school strengths and needs based on correlates of effective schools. (SV)

ED 382 428

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S. HRG. 103-923

PERFORMANCE OF BUREAU OF INDIAN AFFAIRS OFF-RESERVATION BOARDING SCHOOLS

HEARING

BEFORE THE

COMMITTEE ON INDIAN AFFAIRS
UNITED STATES SENATE

ONE HUNDRED THIRD CONGRESS

SECOND SESSION

ON

OVERSIGHT HEARING TO REVIEW THE PERFORMANCE OF BUREAU OF INDIAN AFFAIRS OFF-RESERVATION BOARDING SCHOOLS

JUNE 10, 1994
WASHINGTON, DC

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PERFORMANCE OF BUREAU OF INDIAN AFFAIRS OFF-RESERVATION BOARDING SCHOOLS

FRIDAY, JUNE 10, 1994

U.S. SENATE,
COMMITTEE ON INDIAN AFFAIRS,
Washington, DC.

The committee met, pursuant to notice, at 9:40 a.m., in room 485, Russell Senate Office Building, Hon. Daniel K. Inouye (chairman of the committee) presiding.

Present: Senators Inouye, Dorgan, Hatfield, and Conrad.

STATEMENT OF HON. DANIEL K. INOUYE, U.S. SENATOR FROM HAWAII, CHAIRMAN, COMMITTEE ON INDIAN AFFAIRS

The CHAIRMAN. The committee convenes this morning to receive testimony on the subject of seven off-reservation boarding schools operated or funded by the BIA. These schools, located in five States in the Midwest and West, enroll children and youth from 229 tribes.

Three of the schools are operated as grant schools by the tribal government or specially constituted multitribal boards. They are the Pierre Indian Learning Center in Pierre, SD, enrolling children in grades 1 through 8; Sequoyah Indian High School in Tahlequah, OK, enrolling youth in grades 9 through 12; and Wahpeton Indian School in Wahpeton, ND, enrolling children in grades 2 through 8.

The other four Federal schools are administered and staffed by BIA employees. They are the Chemawa Indian School in Salem, OR, enrolling youths in grades 9 through 12; Flandreau Indian School in Flandreau, SD, enrolling youths in grades 9 through 12; and Riverside Indian High School in Anadarko, OK, enrolling children in grades 3 through 12; and the Sherman Indian High School in Riverside, CA, grades 9 through 12.

Together, these seven schools enrolled 2,623 students when the current school year began. When the school year closed, only 1,557 were still in attendance. A dropout rate of such magnitude could be sufficient reason for this committee to have serious concerns about the performance of the schools. But there are additional reasons, some of which may account for the high dropout rate at most of the schools.

Over the past 2 years, there has been a growing concern among persons associated with the boarding schools that at least some of the schools were facing ever more serious problems in providing courses of study and support services appropriate to their student bodies. The number of court referrals was continuing to rise. An inadequate level of funding was reportedly resulting in course cancellations and preventing the hiring of needed counselors and staff.

It was 25 years ago that a special subcommittee of the Senate reviewed the Bureau's off-reservation boarding school program and concluded:

> Off-reservation boarding schools have generally become dumping grounds for Indian students with severe social and emotional problems. Unfortunately, there are also some students who are enrolled simply because there is no other school available to them. It is highly questionable whether or not these two groups should be without any plan mixed together.

The following year, consultants recommended that boarding schools be converted to special purpose institutions, some becoming academic high schools and others as remedial or special education centers rather than, in the words of the consultants:

> Continuing their roles as dumping grounds for children and youth not fitting into the community school program.

Are the off-reservation boarding schools still dumping grounds, or is this an inappropriate characterization? What are the characteristics of students attending the schools today? What are the missions of the schools and what factors are affecting their accomplishments? Is the issue of special purpose institutions still being considered? What is required to ensure that boarding schools are effective components of the Bureau's educational program?

These are the kinds of issues and others that the committee looks forward to reviewing today.

Before I call the first panel, we have our very distinguished Senator from Oregon, Senator Hatfield.

Senator HATFIELD. Thank you, Mr. Chairman. I would like to have my full statement placed in the record and then I would like to highlight it briefly.

The CHAIRMAN. Without objection, your prepared statement will appear in the record.

STATEMENT OF HON. MARK O. HATFIELD, U.S. SENATOR FROM OREGON

Senator HATFIELD. Mr. Chairman, I don't think there could be any more important mission than that which is performed by these schools which are entrusted with 24 hours a day of care, training, help, assistance, and educating these young Americans. I think that we also recognize that it is something far more than just an educational curriculum and educational program to be pursued, but rather it is a matter that involves the entire student—his environment, his background, whether he has been mistreated at home, neglected, emotional suffering he may be going through, problems of alcohol. In other words, we deal with multiple parts of the individual and not just the intellectual stimulation of education.

The second point I would like to make is that we are not providing the resources to take care of students in these schools, such as Chemawa in Salem, OR. I grew up in that community in my own youth.

Let me just say that on these off-reservation boarding schools, my staff tells me that we are spending approximately $10,000 to $15,000 per year per student. To make a bit of a comparison, the amount spent per child at private residential child-caring institutions range from $2,000 to $5,000 per month. It illustrates a little bit about the underfunding of our commitment to these students.

I think also we must realize that about 2,600 students enter at the beginning of the school year and about 1,500 on the average are there at the end of the school year—meaning that up to 50 percent drop out during the school year. This is one of those statistics that we cannot ignore.

I would like to indicate also that we figure that about 15 percent of these students are what we would consider gifted students, students that should be given additional challenge and special challenge. If we are paying this average amount per student, it is obvious that we are looking at the lowest common denominator rather than each student as an individual to meet his or her particular needs.

I am also very pleased to see that the administration is looking at establishing a new model for these schools—the therapeutic community school model—and I am very anxious to hear from the administration on this.

Then, Mr. Chairman, as a fellow member of the Appropriations Committee, I want to note the evisceration by this administration of the budget request for fiscal year 1995 of account after account after account from Indian Health and many other Indian programs. It is unconscionable what the administration has done in stripping the resources down at the same time that we have these special programs that are being proposed to meet the needs of the Indian students.

I think that I will cease my introductory remarks and I look forward to hearing from the witnesses.

Thank you, Mr. Chairman.

[Prepared statement of Senator Hatfield appears in appendix.]

The CHAIRMAN. I thank you very much, Senator.

May I now call upon Senator Dorgan of North Dakota?

Senator DORGAN. Thank you very much, Mr. Chairman.

I want to thank you very much for holding this hearing. It is a hearing that is very timely. I listened with interest to Senator Hatfield's opening statement and your opening statement. I think the question before us is, What is the mission of these schools and how well are these schools working?

If one looks at the changing roles of off-reservation boarding schools, one has to conclude that it is really time for us to reevaluate what we are doing and decide to do it right or do it differently.

Senator Hatfield has talked about the number of students who start and the number of students who are there at the end of the school year. Interestingly enough, I think that relates to a funding mechanism. The funding is keyed on how many students you get in at the beginning. That determines how much money you get. There is probably an incentive to have as many there as possible at the beginning, then wash out a bunch so that you have more money to spread out over fewer students to try to accomplish some mission.

One of the observations I have about these schools—and this comes, incidentally, from the Wahpeton Indian School—is that I think we have sort of mixed the mission. Often these schools are the recipients of very troubled children with very difficult backgrounds who have lived in very disurptive conditions. It is not unusual even for the tribal courts to say to a youngster, "Well, we are going to send you to the boarding school." Then off they go and they have problems. The receiving boarding school now has a child for whom they have a responsibility not just to educate but to provide a whole range of other kinds of social services to respond to difficult problems.

The Wahpeton Indian School was slated to be closed by Secretary Jim Watt back in 1981. He precipitously decided that he was going to close it. I, without modesty, say that I played a significant role in deciding that that was not the thing to do. We have a lot of wonderful students and youngsters who need the opportunities these schools give them. But I must say that we have plenty of problems, even in Wahpeton. In part, this is because of more troubled backgrounds. We have to decide what the mission is. How are we going to meet the more demanding needs of these kids.

Are we going to send them there to get help for a lot of difficult challenges they face? If so, then let's have the resources to help them.

If we are sending troubled kids to an institution and saying that the job of the institution is only to educate, that isn't going to work. You must do more than educate; you must respond to the myriad needs these children have. To do so, we must provide therapeutic resources, redefine the mission of the schools, and oversee the management of new missions. So I really think that this hearing is an excellent way to start this discussion.

I want to say that we have a tribal chairman with us today, Richard LaFramboise, who is not only an excellent tribal chairman but a friend with whom I have worked on a lot of Indian issues. He is on the board of the Wahpeton Indian School and you will get an interesting perspective from him as well.

I know that we have a vote in awhile. I am hoping that I will be here for the third panel, but I want to welcome Chairman LaFramboise.

Again, Mr. Chairman, thank you for holding this hearing.

The CHAIRMAN. Thank you very much.

Now may I call upon the first panel, the director of the Office of Indian Education Programs of BIA, Dr. John Tippeconnic, who will be accompanied by Mr. William Mehojah, the Deputy Director of the Office of Indian Education Programs and Mr. Charles Geboe, Director, Elementary and Secondary Education, BIA; and Dr. Scott Nelson, Chief of the Mental Health Programs Branch of the Indian Health Service, Department of Health and Social Services.

Dr. Tippeconnic, welcome, sir.

STATEMENT OF JOHN TIPPECONNIC, DIRECTOR, OFFICE OF INDIAN EDUCATION PROGRAMS, BUREAU OF INDIAN AFFAIRS, DEPARTMENT OF INTERIOR, ACCOMPANIED BY WILLIAM MEHOJAH, DEPUTY DIRECTOR, OFFICE OF INDIAN EDUCATION PROGRAMS; AND CHARLES GEBOE, DIRECTOR, ELEMENTARY AND SECONDARY EDUCATION, BUREAU OF INDIAN AFFAIRS, DEPARTMENT OF INTERIOR, WASHINGTON, DC

Mr. TIPPECONNIC. Thank you, Mr. Chairman.

Good morning, Mr. Chairman and members of the committee. It is a pleasure to be here today to discuss our mutual concerns regarding the off-reservation residential schools. As has already been stated, the BIA funds seven of these off- reservation schools serving 229 tribes. Each school is accredited by either a regional or State accrediting agency. Three schools are operated through grants. The remaining four are operated by the BIA.

For the 1994 school year, there were a total of 2,623 students in these schools. In our total system, we have 184 schools that enroll 45,185 students.

Three of the schools have elementary grade level students; five of the schools have middle school and high school students. Mr. Chairman, 90 percent of the students are in grades 7 through 12; 58 percent of the students are enrolled in our intense residential guidance program; 46 percent receive chapter 1 services; and 13 percent are in gifted and talented programs.

Despite the distance between the schools and their relative isolation from each other, their student populations are more similar to each other than to other BIA-funded and public schools located on Indian reservations. The majority of the students are considered high risk. These students tend to have more significant mental health problems stemming from physical, sexual, emotional abuse, neglect, and dysfunctional families, which result in conduct disorders, depression, suicide attempts, grief, anger, addictions, racism, gang violence, and we could go on.

These students are inherently not bad kids, but far too many of them have had traumatic experiences profoundly affecting their physical and emotional development, how they see themselves, and how they think the world sees them.

Many of these students are shifted from local BIA-funded or public day schools to on-reservation boarding schools or to our peripheral dorms, and then on to the off-reservation boarding schools. At each turn, the student's needs become more acute. Many of their needs are more than even a residential school can expect to provide.

However, these schools are needed. Closure is not an option at this point if we are to serve these schools who suffer from the lack of resources. Our immediate concern is to determine how to improve the off-reservation residential schools by restructuring and redefining their purpose and mission and programs and looking at their organization, staffing, and integration of services to meet the special needs these students have.

Due to the drastic shift in the student population profile over the past few years, these schools are facing many non-educational problems. Unfortunately, we have not kept pace with this change and now find ourselves in the same situation in which many public schools find themselves. How do we restructure our schools to meet the student needs when students are suffering from the effects of alcohol addiction, substance abuse, parental neglect or abuse and when tribes and communities have extremely limited resources to provide prevention or intervention programs for juveniles?

What have we done? Because of the similarity in student population and the special nature of their social problems, we have begun to work with these schools collectively as a system rather than looking at them individually. The Office of Indian Education Programs holds quarterly meetings with the off-reservation boarding schools on various school campuses, providing an opportunity for the schools to share and exchange information and to discuss student needs.

The off-reservation boarding school staffs met on the campus of Hampton Institute in Richmond, VA in February 1992 and formed a Consortium of Effective Residential Indian Schools, called CERIS. This organization was first intended to address the needs of the off-reservation boarding schools but was then expanded to include all BIA residential programs. CERIS provides a meaningful opportunity to address the many pressing issues in the residential schools.

The Indian Health Service's social services, mental health, alcohol, and substance abuse programs have worked closely with several of the off-reservation boarding schools, providing technical assistance, training, and program support. We appreciate their efforts and we will continue to work together to provide treatment and support services for students and training opportunities for staff.

The BIA encourages the off-reservation boarding schools to participate in various system-wide educational initiatives, such as school reform activities through the Effective Schools Programs within the BIA and specific training. Training is also offered to the academic and residential school staff to upgrade their schools, training to achieve and maintain regional and State accreditation, and onsite evaluation teams visit the schools.

The boarding schools have an intense Residential Guidance Program designed for students needing special residential services due to truancy problems, expulsion from the previous school, referrals by psychologists or social workers, or a court order. The drug-free school program within the Bureau has been operating since 1987. The off-reservation boarding schools receive a total of $435,600 for alcohol and substance abuse, prevention, intervention, and training.

On April 1 and 2, 1993, OIEP conducted a meeting here in Washington, DC, to discuss two issues: first, whether a therapeutic community school model is feasible; and second, whether the model can be developed for implementation in the off-reservation boarding schools. The first meeting included representatives from the off-reservation boarding schools, from the BIA, IHS, and several professional groups. The group concluded that a therapeutic community school model is feasible and can be developed for implementation.

The therapeutic community school model is basically a process. It provides a consistent approach and process to create a supportive atmosphere and a community of caring that will prepare staff to work with high-risk students in a residential setting. The working mission statement and goals include academic, residential, and mental health components and nine core lists which identify issues which must be addressed for formulating and implementing the model.

The off-reservation boarding schools presently have an academic and residential program, but the mental health component is missing. This model requires a mental health staff that would supplement the academic and residential programs and provide training and program support to students and staff. By combining these components, we can begin to create a place far different from what we have today.

We believe it is critical to deal first with the social and mental health needs in order to successfully meet academic needs. Basically, we have come to realize that it is ineffective to focus on academic needs when students are distracted by personal or family concerns or mental health needs.

Our new approach is meant to supplement existing services with mental health education, prevention, intervention, and support services. This model expands support and restructures the residential and academic programs to better meet student needs.

Each school will be required to write an improvement plan detailing how they will restructure to implement the therapeutic community school model. A team of experts has continued to meet with the schools to develop this model.

In April 1994, we commissioned Dr. Rick St. Germaine of the University of Wisconsin to write a review of our off-reservation residential schools. He reviewed at past studies and current data, he visited the schools and talked to a lot of people. His final report includes a number of recommendations. We took his report into consideration in coming up with some recommendations that I would like to offer.

First, we need to implement the therapeutic community school model at our off-reservation boarding schools. All staff at these schools must comprehend and fully understand the therapeutic community school model and become active change agents. Therefore, the selection and training of staff are critical.

The schools must focus on team building and shared management, which involves all stakeholders in the educational process and outcomes. Each school must define its purpose and limitation and then use that information so that students who cannot be adequately served will be referred elsewhere. We must continue the interdisciplinary approach with teams to assist the implementation of the therapeutic residential community school model.

If the schools are to be successful, we must restructure and do something completely different from what we are doing and what we have done in the past. We welcome the assistance of Congress in providing a more carefully defined partnership between the BIA and the Indian Health Service, the tribes to be served and Congress in developing a successful off-reservation school program.

I would like to thank the committee for conducting this hearing and putting the panels together. The individuals on the panels represent valuable information and experience in the off-reservation boarding schools. I will remain throughout the hearing to listen and hear what they have to say.

With me is Bill Mehojah, the Deputy Director in the Office of Indian Education Programs, and Charlie Geboe, Chief of the Elementary and Secondary Education Branch.

This concludes my statement. I will be glad to answer any questions you might have.

[Prepared statement of Mr. Tippeconnic appears in appendix.]

The CHAIRMAN. I thank you very much, Dr. Tippeconnic.

Dr. Nelson.

STATEMENT OF SCOTT NELSON, CHIEF, MENTAL HEALTH PROGRAMS BRANCH, INDIAN HEALTH SERVICE, DEPARTMENT OF HEALTH AND SOCIAL SERVICE, ALBUQUERQUE, NM

Dr. NELSON. Thank you, Mr. Chairman and members of the committee.

My name is Scott Nelson. I am the psychiatrist and a Chief of the Mental Health and Social Service Programs Branch of the Indian Health Service. I would like to submit my written testimony for the record, Mr. Chairman, and paraphrase my testimony, if that is acceptable.

The CHAIRMAN. Without objection, your prepared statement will appear in the record.

Dr. NELSON. Thank you.

As Dr. Tippeconnic has said, I think the Indian off-reservation residential schools have had more and more children and adolescents with serious emotional, substance abuse, and behavioral difficulties, and also more children with nowhere else to go.

We in IHS have worked closely with the BIA on behavioral health issues in several of the off-reservation residential schools. We have provided direct service to students; we have provided training for staff; we have provided mental health program consultation; we have been involved in the Chemawa special mental health project and the development of the therapeutic residential school model.

We plan to continue and increase our work with BIA in these efforts. We spent much of yesterday morning actually talking with Dr. Tippeconnic and some of the school principals about doing that very thing.

In terms of recommendations from our perspective to meet some of the specialized behavioral health needs of students, we have several recommendations, many of which I think are consistent with Dr. Tippeconnic's. We very much support also the implementation of the therapeutic model in the residential schools, primarily by adding adequate onsite mental health, substance abuse, and health services in the schools that are substantial enough to meet the needs of the children. I think the comparison with the residential treatment center model is a good comparison, Mr. Chairman.

Second, we believe that there needs to be adequate staffing of the residential schools. There is some evidence that the staffing of the schools is not adequate to provide the kinds of services and the level of services that are needed by the children and adolescents who attend those schools.

I think that every student should have a health and behavioral health assessment to define their needs. I would include in that their cultural needs. I think this is part of the plan and it is already done at some of the schools. I think that can perhaps be expanded.

Training for residential staff, particularly on behavioral health issues, I think needs to be increased. We have already provided some of that, but I think more extensive and intensive training for staff to accomplish the therapeutic model is something that Dr. Tippeconnic mentioned and we would certainly support if he planned to try to work with the BIA and the schools to try to implement.

We believe that the involvement of families—where there are families to be involved—is a very important principle that should be included in the therapeutic model as well. Ultimately, I guess we believe that more educational and behavioral services really need to be provided in Indian communities directly so that perhaps with more family support and specialized homes, perhaps residential treatment in local communities, fewer of the troubled students would need to go to boarding schools over a period of time.

Our perception is that there is progress that is being made by the BIA in the residential schools. We are very committed in the Indian Health Service to working with the BIA, the schools, and the tribes in every way that we can. Our resources are somewhat limited with regard to that, but I think we have tried to target some of our resources to this effort, particularly where our services are located close to the schools.

This completes my testimony, Mr. Chairman. I would be glad to also answer any questions that we can answer.

[Prepared statement of Dr. Nelson appears in appendix.]

The CHAIRMAN. Thank you, Dr. Scott.

As my opening statement indicated, we began the school year with 2,623 students. We ended the school year with 1,557; a dropout rate of over 40 percent, which is unheard of in any State, any district, or for that matter in any country.

What was the dropout rate last year? I am certain you people have statistics.

Mr. TIPPECONNIC. I would say that the dropout rate has been pretty consistent at about that over the past few years.

The CHAIRMAN. What was it 10 years ago?

Mr. TIPPECONNIC. I don't know what it was 10 years ago. I know that the dropout rate has always been high for American Indian students across the board. When we look across the board, 2 years ago a national effort said that the dropout rate was 36 percent for all Indian students, regardless of public or BIA school. I would say that it stayed right around 40 percent and would fluctuate around that for the past few years.

The CHAIRMAN. Would it have been the same 5 years ago?

Mr. TIPPECONNIC. I would say that it was probably close to that.

If you are focusing in on the residential schools, which we are; I don't have the data, but I would think that the drop-out rate may have increased a little bit also. That is just based upon the changing nature of the students that these schools have to educate. The student profile has changed over the years and changed since the 1969 study that was cited earlier.

The CHAIRMAN. So we have had this problem before us for many, many years?

Mr. TIPPECONNIC. Yes, sir.

The CHAIRMAN. It is nothing new?

Mr. TIPPECONNIC. It is not new.

The CHAIRMAN. Why are we so excited now and why were we not concerned 5 years ago?

Mr. TIPPECONNIC. I think we have reached the point in these schools when something has to be done. It can be argued that we were at that point 5 years ago and in a lot of senses we were, but the nature of the student today in these schools I think dictates that some immediate action take place. We need to do something. We can't go on the same course we have been on because we are not meeting the needs of the students in these schools.

The CHAIRMAN. You mean that the characteristics of students now differs from that 5 years ago?

Mr. TIPPECONNIC. Yes, sir; we are seeing more students in residential schools that come to these schools with special problems, as I stated in my opening statement, who have been abused in various types of ways or who have come from dysfunctional families. They either are addicted to alcohol and substance abuse or come from families who have that kind of condition associated with them. More and more students need that type of help and assistance.

The CHAIRMAN. We have articles that indicate that that was the situation 10 years ago.

I am trying to suggest that all of us are guilty of sitting on our hands and not doing anything about this. Every time we ask the question, Do you have adequate funding? The answer is always, "We can live with it."

Now I am going to ask you, Do you have adequate funding?

Mr. TIPPECONNIC. Do we have adequate funding to meet the needs of these students? I would have to say that we do not.

The CHAIRMAN. How much more do you need?

Mr. TIPPECONNIC. If we are to implement the therapeutic community school model that we are considering and proposing, we have a rough estimate that it is probably going to cost an additional $500,000 per school. That would mean that we would need an additional $3.5 million. I think that is the minimum we need.

The CHAIRMAN. Are these schools going to be academic institutions or therapeutic care institutions?

Mr. TIPPECONNIC. They are going to be both, but the focus is going to——

The CHAIRMAN. Or juvenile detention centers?

Mr. TIPPECONNIC. No. We are looking at a therapeutic community school model where they will have both components; an academic and a residential component, and a mental health component. It will be both. These students who have these special problems must be addressed through mental health activity. We need to get their thinking straight before we can teach them math, science, and other academics.

The CHAIRMAN. Do these schools have psychologists and psychiatrists on their staff, as well as social workers?

Mr. TIPPECONNIC. Few of them, if any, have psychologists or psychiatrists. That doesn't mean they don't have access to that type of service. They may contract out for that type of service.

We are proposing in our model that they have those individuals on staff.

The CHAIRMAN. I am just curious. How do these schools get accredited when their funding is obviously less than what we find in a comparable neighborhood, causing cancellation of courses? How do you achieve it? Do they automatically give you accreditation, close their eyes, and forget about it?

Mr. TIPPECONNIC. No, sir; I don't think that happens. I think the schools go through the same rigorous process that any other school would go through to be accredited. I think it is an attribute and the schools are to be commended for being accredited.

Accreditation is usually based on the academic program. By virtue of being accredited, they meet the standards that are there for States and regional accrediting agencies. Somehow, they do it. As I said, they find ways to meet the accreditation standards and are to be commended for that.

The CHAIRMAN. We began the school year for these seven schools with 2,623. Of that number, 1,066 dropped out, which left a remainder of 1,557. Of the 1,066, what happened to them?

Mr. TIPPECONNIC. It varies. The panels that follow—the people representing the schools themselves who have worked with these students—I am sure could respond to that a lot better than I could. There are a variety of reasons why they leave and where they go. Some of them probably have no alternative beyond the school they leave and probably do not go into a school setting anywhere. Some might go to jail.

The CHAIRMAN. I realize that, but you have no idea where they are?

Mr. TIPPECONNIC. I can't say for a fact that I know where they are. I have some ideas, yes.

The CHAIRMAN. Of the number that remained and got their diplomas or certificates, how many went off to college? Of that number, how many are high school graduates?

Mr. TIPPECONNIC. I don't have that information as to how many graduated this year yet.

The CHAIRMAN. What percentage of Indian boarding school students go off to college?

You are telling me that part of this is academic, so I presume that some must go off to higher education.

Mr. TIPPECONNIC. Yes, they do. Some do go off to higher education.

The CHAIRMAN. What number?

Mr. TIPPECONNIC. I don't have a percentage. I would venture to say that it is a small percentage that go off to college beyond the boarding school.

The CHAIRMAN. How do we know the scope of the problem when you don't know what it is?

What number are involved with substance abuse?

Mr. TIPPECONNIC. A very high percentage are involved in substance abuse, depending upon the type of abuse and so forth.

Mr. Chairman, we are at the present time putting together a student profile that has that type of information in it that identifies it in a lot more detail with collected information from the schools. That is not complete yet. We are verifying some of that information. So I cannot respond to you right now with those particular percentages until we finalize that.

The CHAIRMAN. I don't care what your particular percentage is, just give me round figures.

Dr. Nelson, you seem to have involvement in mental health. What percentage of these students have been victims of abuse of one sort or another, whether sexual, psychological, et cetera?

Dr. NELSON. I don't have that data with me at the moment, Mr. Chairman.

The CHAIRMAN. Then how can we say that they are victims of such when you don't know how many there are? Or do you just guess that there are some?

Dr. NELSON. There have been studies. I know there have been some studies in a couple of the boarding schools. I don't have that data specifically with me. But in general, the abuse has been found to be somewhere between 20 and 50 percent in most of the studies.

The CHAIRMAN. Of the 1,066 young men and women who dropped out, were they at-risk students or academic students?

Mr. TIPPECONNIC. I think you will find both types of students.

The CHAIRMAN. Do you have any percentages?

Mr. TIPPECONNIC. I don't have any percentages, no. But I would say that both types of students leave the school to go on to another school or may go on to some other type of treatment.

The CHAIRMAN. I don't wish to be critical, but anyone can give that answer. Obviously there are some with academic problems and some with substance abuse problems. But if we are to act upon this, we would like to know what the problem is.

Can you provide us—both of you—with that information?

Mr. TIPPECONNIC. Yes, we can.

The CHAIRMAN. What percentage of students are involved in substance abuse? How many have been sexually abused? I think that would help a lot.

Mr. TIPPECONNIC. As I said, we are gathering that information. We have it in its preliminary form. We are verifying it and will be glad to provide the committee with that.

The CHAIRMAN. When will that preliminary form be presented to us?

Mr. TIPPECONNIC. In about 4 weeks.

The CHAIRMAN. The model that you speak of—the therapeutic community school model—when did this idea come about?

Mr. TIPPECONNIC. Mr. Chairman, I would like to defer the answer to Charlie Geboe, our branch chief in elementary and secondary education who has been a member of the team that has conceptualized and developed the therapeutic community school model to this point.

Charlie.

Mr. GEBOE. The therapeutic community school model has been discussed at different times. I remember that we would talk about trying to develop a model like this back in 1978 when I used to be at Intermountain School in Brigham City, UT. April of this past year was the first time the schools and professions sat down and began to formulate what this model would be and what it should not be. In the process of several meetings, which included all the off-reservation boarding schools plus professionals, we have developed, identified, and described what this model would be.

I think that prior to that it has always been that no one was really sure what should be done or how one would develop that kind of a model. I think for the first time we have a partnership with all the schools being active participants in developing this model.

This model has probably been in formation for the last year. We have had more intense work on it in the last 6 months.

The CHAIRMAN. But from your experience, a need for such innovation was present in 1978?

Mr. GEBOE. In 1978, we would talk about it. But across the country and across a lot of the schools we weren't really sure how to do it. One has to look at the kinds of staff the schools have. We are finding this across the board our educators are really not trained to deal with high-risk students. Most teachers are trained to deal with students that are at moderate risk or no risk. When one finds itself in a situation where one has a lot of young people who are at high risk, special training is needed. It just takes time for us to recognize that.

The CHAIRMAN. How do the teacher pay rates compare with those in State schools or other district schools?

Mr. GEBOE. I can't really respond to that because I don't deal with that at all. I am sorry.

The CHAIRMAN. Do you have any idea?

Mr. TIPPECONNIC. The pay schedules depend on the type of school. If it is a BIA-operated school, then they are required to pay the Department of Defense [DOD] salary schedule. So those schools generally have a higher salary than schools in the immediate area, except for Sherman. I understand that the California salary schedule, even though it is DOD, is still less than public schools in that immediate area. The contract schools can set their own salary schedules. Generally, they are set lower than the DOD.

The CHAIRMAN. Are you telling me that BIA school teachers get better pay than public school teachers in the area?

Mr. TIPPECONNIC. Yes, in most cases that is true.

The CHAIRMAN. We have grant schools and BIA schools?

Mr. TIPPECONNIC. That is right.

The CHAIRMAN. Which school system does better?

Mr. TIPPECONNIC. First of all, I would say that there are good schools in both systems. There are other factors that relate to doing better and whether or not schools are effective in meeting the needs of students. We have good BIA schools and good grant schools.

If we say better in terms of the curriculum; if we say better in terms of parental involvement and support; if we say better at emphasizing the American Indian language and culture; if we say better in tribal support and good tribal relations and so forth; then I think the grant schools probably provide that. BIA-operated schools have some good schools but they also have some problems in those schools as well.

However when we compare academic achievement scores, both systems score around the 30th percentile and close to the 40th percentile. We look at the 50th percentile as the national norm, so we are still below when it comes to academic achievement, but academic achievement is not the only factor of success.

The CHAIRMAN. The dropout rate is 40 percent. How does it compare with the dropout rate of the neighboring public schools?

Mr. TIPPECONNIC. Again, that is difficult to answer. The dropout rates vary so much across-the-board. We really have to go to a school and look at their particular situation to determine what their dropout rate is. I would venture to say that if the school is located near a public situation, or even a BIA day school with a lot of Indian students, then probably the dropout rate is similar or higher.

The CHAIRMAN. In a public school?

Mr. TIPPECONNIC. Yes. Nationally, as I said, the dropout rate for public schools was 36 percent a couple of years ago. But that varies across-the-board. There are some places with virtually no dropout and there are other places that probably have close to an 80-percent dropout. It is difficult to give a general answer to the question.

The CHAIRMAN. Dr. Tippeconnic and Dr. Nelson, I have technical questions I would like to submit to you.

I want to continue this dialogue with you because there is no one who should take all the blame. I think all of us have been short in our action and short in our concern, but this situation cannot continue. If I were a father of some child, I would hate to think that my promising son or daughter had to go to a dumping ground school. So let's do something to change this.

Mr. TIPPECONNIC. Yes, sir.

The CHAIRMAN. I thank you both very much.

Our second panel consists of the following: the chairman of the Coalition for Effective Residential Schools and chief school administrator of the Chemawa Indian School of Oregon, Mr. Gerald Gray; the program coordinator of the Pierre Indian Learning Center of Pierre, SD, Ms. Shirley Gross; the chief school administrator of Flandreau Indian School, Flandreau, SD, Mr. Jack Belkham; the chief school administrator of the Sherman Indian School of Riverside, CA, Mr. Ken Taylor; and the superintendent of the Santa Fe Indian School, Santa Fe, NM, Mr. Joseph Abeyta.

May I now call upon Chairman Gray?

STATEMENT OF GERALD GRAY, CHAIRMAN, COALITION FOR EFFECTIVE RESIDENTIAL SCHOOLS, AND CHIEF SCHOOL ADMINISTRATOR, CHEMAWA INDIAN SCHOOL, SALEM, OR

Mr. GRAY. Good morning, Mr. Chairman and honorable Senators.

My name is Gerald Gray. I am the superintendent of the Chemawa Indian School located in Salem, OR. I also have the honor of being the chairman—or president, as we termed it a few meetings ago—of the Coalition of Effective Residential Indian Schools. This particular organization is made up of school administrators, school board members, and staff of the schools to work together diligently to advocate for and assist one another in doing what we can to share information to improve our schools. This particular organization was started back in 1992 in Hampton, VA.

I would like to start off my oral statement by highlighting some of those things that I think are important from testimony I have heard here this morning.

First of all, I think we all realize that our off-reservation boarding schools are not responding to the many special needs of the students, presumably for the needs for which they are sent to the school. This was pointed out in the 1969 study. I came to the Chemawa School in 1982 and I brought that particular document with me. I have been using it as my bible in an attempt to try to change the school system and to work toward improving the school system.

I am a contract employee with the Bureau of Indian Affairs. In one sense, I am a Bureau employee and in another sense I am not. I answer to the school board, who is the policy-setting group for our school.

I would like to continue my statement by saying that in a letter back on April 25, 1994, of the North Dakota Attorney General Heidi Heitkamp, regarding the Wahpeton Indian School—she states:

> The WIS board cannot be expected to immediately solve all the problems at the school. It is the board's position that the conditions at the school, though less than they ought to be, are still superior to the conditions many of these students experience at home.

I would like to emphasize, unfortunately, that our Indian families on our reservations, due to many complex reasons and issues—and I am by no means a member of AIM, but I think that particular group had some very sound principles they wanted to advocate for concerning Indian people.

It is a shame—I know this hearing is not concerning what this Nation and Government has done to our people, but what they have done overall has affected what is going on in our boarding schools.

Until a better alternative is available for these students, the board's position is that the school must remain open. Public scrutiny threatens that probability.

We share the WIS board's concerns that public scrutiny may stigmatize the school and its students. However, it is our belief that WIS is in the current dilemma partly because of problems that BIA's boarding schools have been swept under the rug.

I think many studies point out in the past 20 years that IHS and BIA needed to work together in a joint effort and establish common goals to work toward improving these schools. I believe that that effort has really begun in earnest. At Chemawa we are very fortunate to reap some of the benefits of our efforts of working together to better the schools and develop a program headed toward this therapeutic model.

Administrators of off-reservation boarding schools throughout the Nation have previously expressed concerns regarding adequate funding levels and student needs to the BIA and to Congress. It is important that these previously identified and presented concerns be addressed.

I would like to say that BIA-funded and operated off-reservation residential boarding schools are drastically underfunded when one compares the total amount of funding we receive as compared to other residential schools in the five States in which our remaining seven off-reservation boarding schools are located. Please refer to the chart in my testimony which shows this illustration of underfunding.

I have prepared a chart regarding the funding levels of these schools. We looked at the State residential institutions and we have found that in the five States of Oregon, California, Oklahoma, North Dakota, and South Dakota, where our BIA schools are located, the average range of funding for the students in these institutions ranges anywhere from $15,494 to $47,450. When I computed the average, the average funding is $32,258 per student in the State institutions. BIA funding is $12,953. So you can see by this chart that State institutions receive $19,305 more per student, although we are educating, in many cases, some of the same kinds of children.

I also took a look at the annual operating cost for the State adult institutions and what they receive per inmate in these State institutions. The range of funding in these five States ranges anywhere from $11,983 in the State of Oklahoma to $20,525 in the State of Oregon. Once again, the average is $16,464. BIA receives $12,953. So you can see that the State adult institutions still receive $3,511 more than we receive.

This is sad in my estimation because when you find State institutions where adults are being served and they receive more funding than our schools do to try to work with and educate children, it is a sad state of affairs.

I look at it in this fashion. Do we want to put in the funding for these schools now with a chance to turn the lives of these children around? And we have been able to do that in many cases, despite the many obstacles and shortcomings that we have. Or do we want to take and invest the money over a number of years by incarcerating a number of these youths or watching them become a death statistic or become an institution statistic in some mental health institution?

There was a study done by the Portland Area BIA/IHS Joint Committee on Children's Issues, submitted on January 1, 1987. On this particular committee there are a number of individuals from the area office level and also from the local level at the school. This report recommends that beyond the need for more staff dealing children's issues from both IHS and BIA, there is a need for long-term strategy to address the problems of Indian children's mental and physical health now in an attempt to minimize the future impact on the welfare, criminal justice, alcohol and drug, and health systems just a few years from now. There is a need for both an area and national strategy to deal with this crisis at both the IHS and BIA levels for the coming years.

The report also recommends that a first step in helping to address this problem would be undertaking a major needs assessment study for the Indian children's population in the area. Included in the study should be identification of resources needed overall, resources actually presented, whether these resources are able to be used, and if not why not. There is a need in the overall system of services for Indian children for institutional placement procedures for evaluating purposes and the need for interagency agreements among BIA and IHS and the States.

One of the things I would like to submit for the committee is a compilation of studies going back about 20 years on BIA schools. I don't think we need any more studies or assessments. I think there is enough information there to go ahead and start working with IHS and BIA to design a plan to improve our schools.

If I may take a moment—I don't want to scare everybody with the document, but I would like to leave the document so that hopefully it could be reproduced and given to each member of the committee for their library or future use. Let me just set that on the table so that I can present that at this time.

Here is a list of a number of studies that have been done over the past 20 years with regard to the needs in off-reservation boarding schools.

I would like to take just a moment and talk about a roundtable conference on Indian adolescent wellness in a holistic context. The consensus statement in the final report of November of 1991 developed by the Indian Health Service in Rockville, MD—this whole report addresses off-reservation boarding schools. The roundtable participants were in agreement that a stigma exists around mental health services. This stigma should be addressed. The IHS tribes and Indian organizations need to become more creative and culturally sensitive when attempting to address the mental health needs of Indian adolescents.

Specifically, the roundtable makes the following recommendations related to mental health. Developing service for Indian adolescents must incorporate the ongoing input and involvement in Indian adolescents themselves. They know what the problems are—incest, violence, alcoholism, and the community—and are more willing to break the denial process about these and many other issues. Adolescents are also less likely to be swayed by politics or jurisdiction in developing an innovative process.

The roundtable strongly recommends that IHS and the National Indian Health Board seek consultation from traditional Indian people and spiritual leaders on ways to improve cultural and spiritual values in the delivery of health care.

The five off-reservation boarding schools funded by BIA receive many Indian children who have been abandoned by providers at home. Of the Indian children attending off-reservation boarding schools, 80 percent come from alcoholic homes, 67 percent are clinically depressed, and 73 percent are actively drinking. The therapeutic support needed by these children is not available.

The roundtable takes the position that IHS and BIA should work together to create model institutions at these schools which will meet the educational, mental health, physical health, and cultural well-being of these troubled children. A joint agreement between IHS and the BIA should provide the sharing of information such as health records and other resources to begin to address the holistic needs of Indian adolescents attending off-reservation boarding schools.

If a demonstration project is needed prior to a larger undertaking, then the roundtable encourages IHS and the BIA to develop this concept.

I believe that the time is now that we must get on with the large scale restructuring of our programs which is required to meet the educational, social, and mental health needs of the other 50 percent of the students that we are not adequately serving. I believe I heard this morning that the drop-out rate was somewhere around 40 to 50 percent or more. I believe a number of these children are leaving because we are not providing adequate services at the school for the kids. Those services relate to the social and mental health services.

We need adequate resources. We need some more funding. It is critical that we have it. There is no time to waste. The lives of our students are precious and we need to get on with the mission of helping these students.

Speaking of mission, we really need to change the mission of these schools. We need to update the mission. Unfortunately, we are receiving a number of very troubled children. But take a look at the public school systems. On the television the other night in my hotel room here in Washington, DC, there were children bringing guns to school. There is concern about the drinking and drug problems throughout public school systems. I think our off-reservation boarding schools are caught up in what society is doing also.

We need to act decisively now to correct some of these things. I think with IHS and BIA working together and starting to do so more diligently now we are going to be able to really reach more of our children and provide a greater program to them.

I don't want to take the time to go into the therapeutic model unless I can answer questions later. I am one of the persons who has been asked to sit on this task force to come up with this model. I will be happy to answer questions later, but I very strongly endorse all of us working diligently together. And when I say all of us, I mean from the President to Congress to the parents to the States. The States have some responsibility also. I think everybody needs to work with our children.

The recommendations that I have are that we update the mission of our off-reservation boarding schools. We are in the process now at Chemawa of updating the mission and the philosophy statement. From that we will be involving others and also establishing goals. We really need to get on immediately with restructuring our schools.

I would like to recommend that the subcommittee acknowledge this need for support and support a request for $3.5 million each year for the seven off-reservation boarding schools to begin the implementation of the therapeutic residential model.

Our budget request of $3.5 million per year for the seven off-reservation boarding schools has been based upon the fiscal information provided to us from the chief of the mental health programs branch of the Indian Health Service. In discussions with the chief of the mental health programs branch of the Indian Health Service, I have learned that IHS used an average of $50,000 per related mental health staff when they are compiling a staff budget for mental health programs.

It was also recommended that for every 100 students you should have 1 day per week of psychiatric care for that population. You also should have one mental health-related staff per 50 students.

So the estimation earlier from central office and from myself as a superintendent at Chemawa Indian School and as the chairman of the Coalition for Effective Residential Indian Schools would be based on the fact that we need about six mental health-related staff for our schools. I am sure that we can figure the averages out according to the size of the school, but I think six would be your average, whether they be a psychiatrist, psychologist, social worker, nurse, mental health technician, or a contract psychiatrist.

I would like to say also that some of our off-reservation boarding schools are fairly fortunate. We have Indian health services on our campus. I have been very fortunate because we have established a real strong working relationship at Chemawa. They have made a psychiatrist, a psychologist, some mental health social workers, and a trauma specialist available to me. We have established what we call the Eagle's Nest, two dorms that are beginning to work on this therapeutic model in dealing with the students' emotional and mental health needs.

With that, I will conclude my testimony. I will be happy to answer any questions after the panel is concluded.

[Prepared statement of Mr. Gray appears in appendix.]

The CHAIRMAN. Thank you very much, Mr. Gray.

Senator DORGAN. Mr. Chairman, I won't be able to stay for the entire panel. Might I ask Mr. Gray one question?

The CHAIRMAN. Please do.

Senator DORGAN. Your testimony is very compelling and it is testimony that could be given by a number of administrators of different schools.

I sort of concluded that either we should do these schools right and provide adequately for the needs of the students or we should not have these schools any longer. I would like to ask how you feel about those choices.

You make a compelling case for reform. You say that we should not warehouse kids, but bring them to a point, provide for their education and provide for the special needs they have in an effective way. I understand that and accept that. I believe that is critically necessary.

But what if somebody says that the resources don't exist and the choice is, Shall we continue the schools as they now are?

My impression is that we should either change these missions and make these schools effective to satisfy the needs of these kids, or let's just discontinue and do something different on the reservations.

Mr. GRAY. Senator, I am not being smug, but I would like to ask you, Where would these children go if we closed the schools?

I sat on the IHS/BIA task force back in 1986 and 1987. We have found that in many cases the county doesn't want to provide any services to the kids in the area because they say you are a BIA institution. The State doesn't want to provide any services, although we may have children from those reservations in those States in those schools. In some cases, the BIA says that it is part of the State's and tribe's responsibility also. The tribes are saying that it is the BIA's and State's responsibility.

Everybody is pointing the finger and wanting to shift the kids onto somebody else. We have found that these kids are falling through the cracks.

Senator DORGAN. But they are falling through the cracks at the school at the present time.

Mr. GRAY. No, they're not, sir. They are not, sir. You have many kids who are succeeding.

At Chemawa, although we have the average dropout rate that the other schools have, we have about 50 students graduate each year. Without those schools, sir, those kids probably would not have graduated.

Senator DORGAN. When you start school with 280 kids and end with 130 kids, there is something radically wrong. And what is radically wrong is that the mission of these schools does not match the needs of the kids.

Mr. GRAY. That's right, sir.

Senator DORGAN. And you have made that point in a very compelling way. I am just asking whether if the choice is to continue as we now are or close those schools and provide the resources to the tribes that now go to the schools——

Mr. GRAY. In our meetings, I think the administrators at these schools have really come to the conclusion that if we had 50 percent of the population that we were designed for and the current level of funding we have, we could do a very effective job with these kids. Also, a few years back I conducted a study—I kept hearing about the dropout rate. It really isn't a true figure. Some of these kids transfer. We found that 78 percent of these kids were transferring into other tribal schools or public schools or back into them.

Also, I think we have to take a look at our boarding schools as being very successful in some cases of turning children around as to where they feel comfortable and can perform and do choose to go back into a public school or tribal school.

I think we would be doing Indian children in this Nation—especially this special needs group—a very grave disservice. I think it would be very professionally irresponsible and morally irresponsible to say that they need to be shut down if we can't provide the adequate resources.

Sir, I am not referring to you as being——

Senator DORGAN. I understand that.

My choice is to say that these kids have special needs. The problems they exhibit in life—it is a problem that comes from within. They are crying out for help and we need to help them. We either help them now or we will pay a dramatic cost much later. My point is that we have institutions whose mission doesn't match the resources. So the fact is that we have kids who are put there with the expectation that they are going to be helped and a whole lot of them aren't helped at all.

I want the conclusion of this to be a conclusion in which we say that those kids are our responsibilities. Let's make darn sure that we meet our responsibilities. That means establishing a mission statement for these schools that work for these kids and providing the resources to make it happen.

Mr. GRAY. I agree with that, sir.

The CHAIRMAN. Thank you very much.

Ms. Gross.

STATEMENT OF SHIRLEY GROSS, PROGRAM COORDINATOR, PIERRE INDIAN LEARNING CENTER, PIERRE, SD

Ms. GROSS. Thank you.

My name is Shirley Gross and I represent the Pierre Indian Learning Center, which is located in Pierre, SD. We are an elementary school, grades 1 through 8. The Pierre Boarding School began its existence in 1898 and served as an elementary and secondary school until 1972. The Bureau then decided they were going to close the boarding school and a group of parents from four or five different reservations got together and said, "We would like to begin a contract school there in Pierre and use those facilities and start a special needs school." This was in 1976.

The school is represented by 15 tribes in North Dakota, South Dakota, and Nebraska. We have 15 members on our board of education and Cheyenne River Agency is our agency superintendent.

We are accredited by the State of South Dakota and our academic program exceeds the qualifications for the State. Our main source of funding is from the Bureau of Indian Affairs.

Our enrollment has remained fairly stable at the Pierre Indian Learning Center, between 160 and 180 children. We do not see the high dropout rate there. We stay in the 90 percent for our children. We do track our children once they leave our school to see where they go to make sure they get into another school system. If they don't, we go ahead and ask the county authorities to press educational neglect against the parents.

Mr. Chairman, 100 percent of our students at the Pierre Indian Learning Center are social referrals. We do not get any academic referrals for our students. This was the wish of the board when they began this school in 1976 that this be a special needs school for children who had fallen through the cracks on the reservation. The reservations had the academic program, but they did not have a safe environment for the students.

We also have a student profile on our students. I didn't bring that with me here today, but that student profile shows our children's problems in every area of sexual and emotional abuse, substance abuse, all of the areas where they lack their skills. I will submit it to this committee for the record.

Our boarding school profile shows 100 percent of our students in most need of academic, socialization, emotional, physical, self-esteem building—all of those skills. They run the 100 percent.

Many of the complaints that are heard across the country right now are on the test scores and that the children are not achieving in these boarding schools. The kids who are sent to our boarding school have so many problems that their academics are not of a real high importance to them. They are so preoccupied with what is going on at home that is very hard for them to be in the classroom and pay attention to the teacher and do their work. This is where we need to start, helping them emotionally and physically to become strong and start a healing process with them.

We do have success from our students at the Pierre Learning Center. Although our kids only go from grades one through eight, we do try to track the kids into the high school and see what their success rate is there. We do not have a tracking system for after high school. Some of our graduates from our school do come back and visit our school and tell us that if it had not been for our school they would not have been the counselors and teachers that they are now today.

We had an OIEP evaluation of our school done in October 1993. On a scale of 1 to 5 with 5 being the highest, the lowest number we received was 3.9. That dealt with everything on the services we provide to our children plus how the children felt about our school. Our children feel very safe in our environment. They feel good about being in our school.

With the number of problems that we have—the problem we have is that we can't help them in all the areas where they need help. We do not have the psychologists. We don't have psychologists on our staff and we are not close to a facility that can give us those services. We take about $60,000 of our regular program money and hire people to come into our campus to help us therapeutically determine what the child's needs are. But from then on, it is hard for us to provide the counselors and the services these children need.

In OIEP's evaluation, they said that the Pierre Indian Learning Center should be considered as a special needs school and that additional resources may be necessary in order to develop the learning center into a model residential therapeutic school. The time has come for this concept and it should be given serious consideration.

Each one of us at the table today have our own unique problems and concerns, yet we share a common bond; we all have a residential boarding school. We have found out through this past year in working with one another on a therapeutic model that we just do not have the resources to meet our children's needs. We hear quite often about these residential schools becoming dumping grounds for kids that nobody else wants.

I know it is very hard for people to realize, but these little children from 6 to 15 years of age who have serious problems have also become very delinquent from where they are at, but we still have to deal with that child. That child still needs to be dealt with. We feel that we are doing a good job at the learning center, but we have used every resource we have on hand to do our job.

There was a question on the pay scale. We are a grant school and our starting teacher's salary is $18,900 per year. If our funding remains the same that is, then we are going to have to figure out how we are going to give 3 percent or 4 percent raises for our staff. Our residential staff are paid $6.50 per hour for the starting wage. They are dealing with children that they are not trained to deal with. They are in a high-risk area themselves. Those children are in a residential setting for 16 hours a day, 7 days a week. They are to provide the parenting, the counseling, and the recreational activities. We just do not have enough resources to do that. But with what we do have, I feel we do a very good job.

I will submit the student profile so that this committee will have an idea of what our students are. Our dropout rate is not high. We do followup on the kids who leave our school. We are accredited. We have written our own curriculum for our school.

I thank you for giving me the opportunity to appear before you.

[Prepared statement of Ms. Gross appears in appendix.]

The CHAIRMAN. Thank you very much, Ms. Gross.

Mr. Belkham.

STATEMENT OF JACK BELKHAM, CHIEF SCHOOL ADMINISTRATOR, FLANDREAU INDIAN SCHOOL, FLANDREAU, SD

Mr. BELKHAM. Mr. Chairman and members of the committee, I am Jack Belkham, superintendent at the Flandreau Indian School. It is a pleasure for me to be here today to tell you a little bit about Flandreau Indian School and suggest ways in which you may help us.

The Flandreau Indian School is an off-reservation boarding school for grades 9 through 12 with up to 600 students. We are accredited by the State of South Dakota and by the North Central Association of Colleges and Schools.

Our student body population has changed over the recent years in that we now have more students who have a social reason for attending. As our student body has changed, we need greater flexibility to change to meet the needs of these young people. We feel our funding needs to be increased considerably so that we may be able to add more professionals to the home living staff. Our academic department is funded on the Department of Defense pay scale. Our home living department is funded on the Public Law 95-561 pay scale, which is considerably lower, even for those in the professional positions. Consequently, we have a pretty high turnover in the home living, and that is the area in which we are having most of our problems.

We have some good programs within the home living that are successful to a degree, but we need the therapeutic model to add to it.

The $500,000 per school that was mentioned certainly would be a start, but I think it will probably take double that amount to do the job as we would like to do it. As it is, we are able to graduate between 70 and 100 students each year. If we had some additional funding in the home living area, I think we could definitely increase that.

Our dropout rate at the Flandreau Indian School is in the 40 to 50 percent range, but that doesn't necessarily mean that they are a true dropout. Most of these students—about 30 percent of those—are transfer students. They go back to the city or reservation they are from and continue their education. We don't know how successful they are, but we do know they get a transcript and enter the other school. Then we are not able to track them.

The reason for that is that on the application there are two categories, one for academic reasons to attend an off-reservation boarding school and one for social reasons. At least 80 percent of ours are social reasons. Sometimes that social reason at home changes. A one-parent family may get back on their feet and request that student to come home. In that particular case, neither the student nor the school has failed. However, that student leaves and in the end will be in that statistic when you take it across the board.

We have tried to set our academic program up so that when students who come in behind and are older we try not to put them in a position where we are asking them to catch up in 1 school year. We are telling them that it is OK if they don't graduate in the traditional 4 years. They may take 5 if necessary and then look for something after they leave us.

On the other hand, we do have some gifted students. Those students who want to, we try to work with them so that they can graduate in less than the traditional 4 years. We do have a few of those each year that do graduate in less than 4 years.

But again, going back to those others in the area where we need additional help is professional people. We do lose some of those students. They go back and they do not go to school. A few of them do come back to Flandreau after they have been absent and are sometimes successful the second year. Some of them are not.

But when we compare our costs with the other costs in the State, as Mr. Gray did earlier, it looks about $20,000 per student that they are spending more than we are in educating their young people and trying to meet their home living needs. Our students come from quite a distance. There are very few students who check out on the weekends. They are with us pretty much from August or September until Christmas. We send the buses home and they come back in January and are there until graduation in May or June.

With that, I will conclude and be glad to answer any questions you may have.

[Prepared statement of Mr. Belkham appears in appendix.]

The CHAIRMAN. Thank you very much, Mr. Belkham.

Mr. Taylor.

STATEMENT OF KEN TAYLOR, CHIEF SCHOOL ADMINISTRATOR, SHERMAN INDIAN SCHOOL, RIVERSIDE, CA

Mr. TAYLOR. Mr. Chairman and committee members, thank you for the opportunity this morning to address you. I am Ken Taylor, the chief school administrator at a school in Riverside, CA, called Sherman Indian High School.

I want to give you a little background about myself because I am going to give you my opinion in a few minutes. I am a full-blooded Creek Indian from Oklahoma. I am also a Haskell graduate. Before Haskell became a college it was a high school at one time.

I started working at Sherman Indian High School in 1973 as a teacher and a coach and I have gone through the entire administrative system at all levels. During that time I have seen 14 principals and/or assistant principals come and go from that school. All of that time, the need for more money was there. When I was at Haskell the need for more money was there.

I say all that to tell you that this need that we see in the Bureau schools has not just popped up on us. It has always been there. I am under the opinion that we, as schools, are going to have to become student-oriented. I agree that we need to restructure, but the restructuring has to come from within us. We need to involve the total learning community, which starts with the students and works up through the staff, the parents, the unions, the school boards, the tribal people, and the local community. The whole total learning community must be involved. I have only been in this position for 1½ years.

If we don't move forward in the education of our young people, we might be on the right track but we will get run over. In California, the surrounding school districts pay a lot more as far as their teachers are concerned. But we made a drastic effort to go out and offer them—we got the top two teachers in Riverside County to come to our school this last year. It is something that we must do if we are to move forward.

I will be real brief and just tell you that the need for more money will always be there. But we need to do things as a school to make sure that we are attempting to meet the needs and to show that we are involved. This all starts with the students. We must be creative with our budgets. We need to utilize the local resources that are around us, such as the local colleges, junior colleges, the adult education programs, the GED programs that are around us, the unified school districts around us, the local service organizations that are around us. We must do that.

Again, we need to use something called common sense in dealing with everybody that is involved in the learning of our young Indian people.

Thank you very much.

[Prepared statement of Mr. Taylor appears in appendix.]

The CHAIRMAN. Thank you very much, Mr. Taylor.

Mr. Abeyta.

STATEMENT OF JOSEPH ABEYTA, SUPERINTENDENT, SANTA FE INDIAN SCHOOL, SANTA FE, NM

Mr. ABEYTA. Mr. Chairman, my name is Joe Abeyta and I am here on behalf of the Santa Fe Indian School in Santa Fe, NM, and the 19 pueblos of New Mexico that have formed a corporation and contract with the Bureau of Indian Affairs for the operation of the program.

For the record, I would like to introduce you to three of the students I brought with me from the Santa Fe Indian School.

Melissa Chavez is from San Juan Pueblo and she graduated this year; Matt Abeita is from Isleta Pueblo and he graduated this year also; Jonathan Teba is from Santa Clara Pueblo and he graduated this year also.

Senator, before we left we had an opportunity to meet with a number of people from our pueblo community. They asked that before I start my testimony that I extend to you their best wishes. They are certainly aware of your concern for Indian people, have personal knowledge of the interest you take in our school, and as a matter of fact the interest you have had on behalf of our pueblo community. For that, they are very, very appreciative.

I think it is quite obvious from the results of the comments so far that we are all different. At the same time, there are similarities. In the opinion of the Santa Fe Indian School, it all boils down to community; what the community comes together on with regard to identification of needs, and what the community decides on in terms of solutions.

Historically, in the area of Indian education there have been lots of people with different opinions. As good as those opinions are and as organized and as smart as they are, they have not been as effective as the definition of needs which comes from the community itself.

Critical to any solution is a commitment on the part of people that something needs to get done. A commitment on the part of the Government is part of it. A commitment on the part of tribal officials is another part of it. But commitment on the part of parents and commitment on the part of students is an absolute must, an identifiable constituency, a sense of ownership that translates into a sense of responsibility.

Mr. Chairman, you are aware that in 1977 the 19 pueblos of New Mexico chose to contract under a brand new piece of legislation called the Self-Determination Act. You will probably also recall that we were in Albuquerque, NM, and that school was defined by the Bureau of Indian Affairs itself as the worst in the entire system.

In terms of our statistics, there were better than 50 percent of our kids who were leaving, a lot like today. The turn over in regard to staff was unbelievable. The attitude of the kids was very negative. There were occasions in our early days, Mr. Chairman, when there were students who were shot in the neighborhood. Any number of threats from our community that the place should be shut down because there is no good that can possibly come out of that institution.

There were young girls that were raped. There were frequent rock-throwing contests with the boys school adjacent to our school in Albuquerque. Vandalism was crazy. Every morning we were repairing broken windows and replacing light bulbs. There was no sense of responsibility and very, very little commitment regarding school and success.

Very early on, Mr. Chairman, when we traveled with our students we wouldn't tell anybody where we were from. It was an embarrassment.

There were other schools in New Mexico that wouldn't allow us on their campus because they were concerned that our kids would start fights and we would vandalize their school.

It is honestly amazing when people accept a definition of who they are. It is amazing how they behave because there is a relationship. I think very early on it was quite clear to us that we needed to redefine our school. We needed to do that. We needed to accept responsibility for that.

Third, we need the help of everyone who is available to help. Certainly, there is a role and a responsibility for Government; there is a role and a responsibility for State governments; there is a role and a responsibility for tribal governments. But essentially it starts with the school community and an attitude that there is a change that needs to be made, there is a desire to get that accomplished, and there is a sense of responsibility that goes along with it.

For the first 8 to 10 years it was a day-to-day issue with regard to survival. There were lots of criticism and lots of threats regarding our accreditation. There were lots of threats from any number of people. But thank God we had the support of our tribal officials who acted on our behalf and defended us when push came to shove and gave us that opportunity to turn the school around.

Gradually, and little by little as the result of some hard work, we gained more and more of the absolutely crucial community support. We had people coming to our campus and assisting us without any kind of compensation; everything from planting trees to working in the dorms and working in our academic program. The students began to realize that in fact there was an interest in them.

Historically, they were sent away from home. It doesn't take long, Mr. Chairman, for a youngster to realize that they are not wanted. When you have it in your head that you are not wanted, it is predictable that they are going to act up and cause difficulty and be an unbelievable problem. In many cases, that is the only way they know how to respond. Little by little, we have developed a more positive attitude.

With our kids from Santa Fe and our kids in the pueblo community, athletics is very important. I love athletics myself. Those kids play ball all summer long in their communities. We worked on an athletic program and very recently we have won State baseball championships and we have won State basketball championships. I will tell you that Indian people, more than any other group I am familiar with—if you have a team that is winning, they will come from miles around to support the team. Once you have them in your school and you have them following your program it is much easier to involve them in other things that have to do with curriculum development and that have to do with more particular roles in regards to strengthening the school program.

You are familiar with our exchange program, an opportunity for our kids to go to Hawaii and be part of the Kamehameha School and for those kids to come to our school; for our kids to go to India and have some of the Dalai Lama's kids come to our school. This develops a sense of similarity between students. It develops a sense also of differences. I have had kids who have come to the east coast to participate in summer school programs and when they come back they tell me, "Mr. Abeyta, our school is a joke. Do you know have any idea of the number of hours that students at Andover have to study to prepare for an assignment?"

Just a few years ago we had a school walkout because we were demanding 1.5 hours a day of study hall. I think that once students see what other students are doing and understand more clearly that work is a critical part of success that you begin to see people buying in—when you get to a point of students seeing other students going out and succeeding—an opportunity for students to come to hearings like this one to hear of the difficulties we are confronted with—they are stimulated with a desire to work harder.

Mr. Chairman, 70 percent of my kids are going on to college. The students that are here are not the valedictorians or the salutatorians of our graduating class this year. In my opinion, they are typical of our senior class. We had 93 kids that graduated. There were better than 3,000 people who came to our graduation. There is a sense of pride that is emerging.

The 19 pueblos that contract for the operation of the school had their governors in attendance. Senator Dominici has been a speaker at our graduations. Congressman Richardson has been there. Senator Bingaman has been there. The governor from our State has been there. All that comes together in a way that kids begin to sense that there is a responsibility. There are people that in fact care. But basic to it all is that I must make a difference. I need to make a commitment.

It is not easy. And I don't want for a second to pretend or have anybody think that it is a perfect place. Yes, we still have difficulties. As a matter of fact, very recently at one of our parent meetings when I was talking about things we want to propose for next year, one of the parents was quick to point out, figuratively, that the Albuquerque and Santa Fe Indian School was a truck going out of control downhill and that our initial task was to put on the brakes and stop it, and then to carefully turn the truck around, but not too fast, because it would be likely to turn over, and that presently we are just getting to point zero with what we have. We are just at the horizon and somehow or other we need to keep in mind that the tasks are still tremendous and that there is a tremendous need for support and help.

In my opinion, the help that we need more than anything else is the encouragement of students, to help in getting everyone to realize that they have a responsibility. Once again, Mr. Chairman, I think the Federal Government has a responsibility, but I think that parents have a responsibility also. When my kids get into trouble, I usually send them home and require that the parents come back with the kids so that we can all sit down together.

I am a little confused about my designation. Some people say I am on-reservation, but in fact I am not on-reservation. People say you are off-reservation and in a sense we are. We are very, very fortunate in Santa Fe. We have kids coming from Zuni 3 or 4 hours away; we have kids coming from Towson and north; I have Hopi youngsters coming from Arizona; as a result of some intervention by Congressman Richardson, I have some Navajo kids coming to our school; we have quite a variety. But in regard to all of them, when a parent can't come, we try to find a couple dollars so that it is possible, if they choose.

But the whole point of it—and I don't mean to make it sound like an oversimplification—I have for the record testimony that is in a bit more detail—but what it boils down to is responsibility, acceptance of that responsibility, and execution of that responsibility by everyone concerned. Once you are able to turn that truck around and get it to point zero and you begin to shift the balance—at one point I think it was 80 percent of our kids drinking every day, coming into the office drunk making demands—shifting that to a point where we have 80 percent that are trying hard and the 20 percent are beginning to follow. I think over a period of time we are going to look at even more success.

With regard to needs that we have, funding is important. It is critical. But in my opinion, it is more important how it is administered. I don't have fault with Mr. Tippeconnic and how the Bureau funds our programs, but there must be something done. At the present time, I have hired staff for the next year, but we have no idea about the amount of money we are going to receive. As a matter of fact, we won't have an allocation that is definite until January, February, or March of next year.

If you want consistency with regard to staff—and people agree that staff is a critical part of an organization—you have to be able to provide some kind of security that you're going to be around. That is very difficult to do now. We project budgets, we do our best to estimate what our costs are going to be, but in fact that system is inadequate and it compromises all of us with regard to how a program should be run.

I wish there was a system within the Bureau where incentive money might be set aside and allow people locally to come up with some ideas. It is not my agenda to compete or conflict with anyone with regard to needs as they see them and solutions as they perceive them. We have our set of problems. We have some ideas about things we would like to do. We need some support in terms of an efficient system for administering the budget. We need more money for our program to succeed.

A concept of site-based research is something we have been promoting and something we are doing now that has produced some success. Essentially, that means that teachers and people who work in the dormitory—who to this point, in my opinion, have really been neglected in terms of having any kind of sense for what might work—those people need to be given an opportunity to define a problem, to look at some strategies, and be encouraged to solve it onsite.

I think those initiatives need to be supported by colleges and universities. Our guys don't have to go away to a university across the country. The universities need to have some incentive to come to us and to work with us on issues that are important to us onsite. If those solutions work, they need to be shared with the rest of the schools and to anyone else who wants to take a look at them.

Right now we have an extraordinary relationship with the University of Illinois. As part of our graduation ceremony this past year, seven people received their master's degree, and they did it in Santa Fe on our campus working on topics and issues, preparing papers that related to the needs of our school. You would be surprised what that does for morale.

If we are not able to pay people, there are programs of incentive that encourage people and conversations concerning interest in professional development and real respect with regard to the ideas and opinions of staff and faculty. We don't need people from across the country to come down and tell us what they think might be the solution. We need to take some responsibility. We need to accept some responsibility and we need to assert ourselves in regard to addressing some of these needs that are important.

In conclusion, Mr. Chairman, let me simply say that every school is a little different. Indian people across the country are different. I don't know that there is any particular solution that is going to solve the problem for us all. I think that the responsibility is local and I think it is the responsibility of each of us to recommend things that might be a solution to us and get people to respond and help us, and give us a period of time to do that.

I hope that there would be agreement that the days of people coming from the outside and saying "This is what you need to do and this is how you need to do it" are gone. I hope that more and more Indian people are respected as being capable, that Indian people are appreciated as having insight regarding the education of their children.

Throughout the country, certainly in the pueblo community, the language and the culture is alive. It may be struggling a little, but it is alive. It is directly related to the fact that there is an education program in our communities that has existed for hundreds of years. There are principles of education that we need to open ourselves to so that when kids come through our school program there is a familiarity and something they recognize and our communities can see that there is value.

Parental involvement isn't inviting them to a meeting once a month and sitting down and drinking coffee and having donuts and reporting to them about what we are going to do. Community involvement has to do with making people feel that they are a part of the school community, that they have a responsibility, and that if they neglect that responsibility we are not going to succeed. No one can succeed by themselves. There must be a commitment by everyone involved regarding the education of our children.

Thank you very, very much for this opportunity. We appreciate it.

[Prepared statement of Mr. Abeyta appears in appendix.]

The CHAIRMAN. I thank you very much, Mr. Abeyta.

About 5 or 6 years ago I was on your campus at a time when your school was selected as the No. 1 school in the Nation. I gather that it still continues to bear that distinction.

Mr. ABEYTA. Mr. Chairman, every year our seniors leave us and a new group of kids come in. Every year is a challenge. I would like to think that we are still continuing in the tradition of those kids that have left us, but every year—as all these people will attest to—is a challenge. We have new kids coming in each year.

I have good kids with me today. I would hope there would be an opportunity for them to have a chance to visit with you.

The CHAIRMAN. My first question to the panel is, Which is better? Grant or BIA schools?

Mr. ABEYTA. There is no doubt in my mind that if you consider ownership as a condition for responsibility that a grant and contract school lends itself to that sense of responsibility and ownership.

I think historically a lot of Indian people have looked at the school system as belonging to someone else and therefore there is not a role for them there. Through a contract and through a grant, a tribe accepts responsibility that is laid out in a document. At the end of the year there is an evaluation done and either it has succeeded or it has failed.

I believe that there is no doubt that ownership and thus a sense of responsibility makes for a positive institution.

Mr. GRAY. Mr. Chairman, I would like to agree with that. I think that ownership in the school certainly does make a difference. I would dare to say that some of the off-reservation—Mr. Abeyta is very fortunate that most of his students come from within a 150-mile radius, which lends itself to a very effective situation where he can communicate and bring parents in. Many of our kids come from hundreds or thousands of miles away.

But I think that ownership with everybody involved—the tribe, the staff, the students—makes a great deal of difference. And that can be done. There are some things like that happening within our off-reservation boarding schools that are operated by the Bureau also.

The CHAIRMAN. Any other comments as to which is preferable, grant or BIA?

Mr. BELKHAM. Mr. Chairman, I think that is probably the call that the school board makes. They have the option to go for a grant school if they so desire. In some cases, like Flandreau, they have not opted to exercise that option mainly because of the distance the school board members come from and the student body.

By the same token, they are working for the ownership that we all agree is so important to an institution, but it is the school board's call whether to go for a grant or BIA school.

The CHAIRMAN. Do you think it is important to compare Santa Fe with the Flandreau?

Mr. BELKHAM. There are some comparisons you could make. There would be some that would be difficult to make. I think it goes back to the profile of the student body which makes the comparisons difficult to carry out.

The CHAIRMAN. I gather that all of you will suggest that the funding is a basic problem.

Ms. GROSS. May I make a statement?

The CHAIRMAN. Please do.

Ms. GROSS. We are thoroughly committed to our program and we have gone through all our resources and networked with everybody we can network with. Parents are a problem where we are from because many of our children either don't have parents or are wards of the court or have been placed there by social services for one reason or another. We have exhausted all our resources.

I feel sometimes in hearing comments made that if we just go back and tighten our belts a little harder and lift ourselves up a little higher, if we can just work a little harder we could accomplish more. We are at that point where we are accomplishing as much as we can with our kids. We need to invest all our energy and time into these children so that they can go out and become working adults in the community. We do not have enough resources at our disposal to accomplish that. We do not have enough resources to heal them emotionally and physically. We are using everything that we have over 100 percent.

The CHAIRMAN. Is there an admissions policy that would compel you to take every student that applies, or do you have the flexibility of denying admission?

Mr. BELKHAM. We have the flexibility of denying the admission.

Mr. GRAY. Mr. Chairman, let me read you the criteria for admission.

Under the social criteria, the child will be accepted if he is rejected or neglected, the well-being was in peril due to family behavioral problems, has behavioral problems too difficult for solution by family or local resources, or has siblings or other close relatives enrolled who would be adversely affected by separation. Those are the social criteria.

If you take a look at those, in many cases, it is pretty difficult to deny a great majority of the students under those social criteria if the child is being referred. Very few of the children are being referred for educational criteria. Some of these educational criteria are kind of outdated, I believe.

If the school is severely overcrowded, they are accepted if they do not offer the student's grade—for example, if there is not a ninth grade at their community—exceeds 1.5 walking distance to a school or a bus, do not offer special vocational preparatory training necessary for gainful employment, do not offer adequate provisions to meet the academic deficiencies or linguistic cultural differences.

The CHAIRMAN. So most of your students have been admitted for social reasons?

Mr. GRAY. I would say that 80 to 90 percent are admitted for social reasons.

The CHAIRMAN. Ms. Gross, what is your policy?

Ms. GROSS. Our policy is to accept children on social reasons. We do not accept children for academic reasons only.

The CHAIRMAN. Mr. Abeyta.

Mr. ABEYTA. Our only criteria is that a kid wants to come there. There are no admission criteria. I might point out that the number of special ed kids is going up and up and up at our school. But still the fact is that there is no criteria.

The CHAIRMAN. Mr. Taylor.

Mr. TAYLOR. We have an admissions committee cross-section across campus, and we only admit those kids that we think we can help.

The CHAIRMAN. As part of your policy, do you have the right to reject a child and dismiss him?

Mr. BELKHAM. Back to the admissions, we also have a committee that looks at them. Last year I think it was between 45 and 50 applications that we reviewed and sent back and told them that we did not feel that at the particular time they applied that we could meet their academic or social needs. In most cases, it was a social need.

The CHAIRMAN. Can you dismiss a student?

Mr. BELKHAM. We can suspend a student for a period of time, and we do that occasionally after they have had due process.

The CHAIRMAN. But no dismissal?

Mr. BELKHAM. It could be a permanent dismissal if they do something like a felony or something like that. Then we might go for an expulsion rather than a suspension.

The CHAIRMAN. Mr. Gray.

Mr. GRAY. Going back to the admissions criteria, in many cases, the referring social workers and education staff on the reservations—whether they be BIA or IHS or tribal employees—often don't give us the adequate information we need to make some decision as to whether to accept or reject a student. Often they will give us just enough information to accept the kids, then once they get there and the student gets into mischief, we will see that they have a lot of other needs. We find out that they aren't always truthful with us.

In some cases, some of the kids are referred to the school by a court system or a juvenile probation officer. They will give them the choice of reform school or a boarding school. So in many cases, it is a sort of dumping ground.

I would like to agree with Mr. Belkham. Yes, we can suspend students. In some cases, if the situation is serious enough we can expel a student. We do give that information to our school boards.

In our situation, with our drug and alcohol program, we have a policy that says that if the student is in non-compliance with his drug and alcohol program, then he is administratively released, or sent home. I have a system whereby if a kid keeps drinking, fighting, and raising cain on campus, then we send him home. But I have a program whereby we contact the drug and alcohol agency in the local community and get the student plugged into that program.

We have had children sent home as many as five times. We have a number of children who have dramatically changed the behavior, attitude, academic standing—the whole bit—because of our policy with our drug and alcohol program. We have had kids who have been failing all their classes and go through our drug and alcohol program and therapy and so forth and come back. If they don't comply with the program, they are sent home. We allow them to come back if they can maintain verifiable sobriety or are off drugs for a semester. We have been very successful in many of those cases with many of those students.

The CHAIRMAN. Ms. Gross, do you have a policy of expulsion?

Ms. GROSS. We have a policy on admissions, suspension, and expulsion, which is required. We don't expel our students. If we find that we have a student that we cannot work with, we contact the sending agency on the reservation and work with them in placing the child someplace else, usually a residential treatment center of some type or mental health services. These children are far and few. I think this process has been used on five or six children over the last 5 years. But we do work with the sending agency, they are just not expelled.

The CHAIRMAN. Mr. Abeyta.

Mr. ABEYTA. We dismiss kids. We dismiss them if we get to a point that through their behavior they are demonstrating that they don't want to be a part of our program. But the interesting thing is that within a semester they are eligible to reapply. And we do get kids that reapply. As a matter of fact, I have had kids 10 and 12 years that we dismissed that are now bringing their kids and saying, "I want my son or daughter to be a part of your program." We do dismiss kids. This last year I suspect we dismissed about seven kids. But they are all applying for readmission this next year.

The CHAIRMAN. Mr. Taylor.

Mr. TAYLOR. We have a policy of expulsion, suspension, and probation. We have a review board that the students sit on along with staff members. Depending on the severity of the violation, normally anything that is detrimental to that student or the students around them—violence, weapons, anything of that nature—will normally come up before that review board and they will be suspended.

The CHAIRMAN. Do all of your schools have waiting lists for admission?

Mr. GRAY. We do at Chemawa. We don't admit every child. This last year we accepted 414 students and we turned a number away for the mere fact that our facility can accommodate approximately

400 students. Some of the kids that we turned away, we did discover had problems that we couldn't address with the programs we had at the school.

Ms. GROSS. We have a waiting list. Our enrollment went from 161 a year ago to 181 this year. We had a waiting list last year and there were students we couldn't take in. We do screen our students as best we can, but social services and other officers on the reservations have a unique way of writing these social summaries up so that we don't know the whole story on the child.

Mr. ABEYTA. At the present time, we are full for next year. There is no space available. We do have a waiting list and it will grow between now and the beginning of school and August.

Mr. TAYLOR. This last year we had 710 applications to attend Sherman Indian High School and we only accepted 450. We could have accommodated about 510. As soon as the enrollment was closed, we established a list of applications for this coming fall. We have approximately 40 applications on file right now for next fall.

The CHAIRMAN. Ms. Gross and gentlemen, I thank you all very much for sharing your wisdom with us. We hope that as a result it will improve the situation.

Now may I call upon the following: the vice president of the BIA Council of the Portland Area, Mr. Patrick Melendy; the chairman of the Turtle Mountain Tribal Council of North Dakota and board member of the Wahpeton Indian Boarding School Board, Hon. Richard LaFramboise; a student of Sequoyah Indian High School of Oklahoma, Ms. Tammy Lowe; a student of Riverside Indian High School of Oklahoma, Mr. Sheldon Holder; and board member of the Flandreau Indian School Board of Flandreau, SD, Ms. Cynthia Kipp.

Mr. Melendy.

STATEMENT OF PATRICK MELENDY, VICE PRESIDENT, BIA COUNCIL (PORTLAND AREA), NATIONAL FEDERATION OF FEDERAL EMPLOYEES; AND HOME LIVING ASSISTANT, CHEMAWA INDIAN SCHOOL, CHEMAWA, OR

Mr. MELENDY. Mr. Chairman and members of the committee, allow me to introduce myself. I am Patrick Melendy, an enrolled member of the Hoopa Tribe of northern California. I currently serve as the vice president for the Bureau of Indian Affairs Council of Consolidated Locals of the National Federation of Federal Employees and as the president for the Oregon Federation of Federal Employees.

During the regular school year at Chemawa, where I work, I am employed as a home living assistant working in the residential program. I worked in the school's dormitories briefly in 1972 and have returned to work in the dormitories since December 1985. I am one of those employees that work right in the trenches every day with the kids from 3 to 12 midnight in the residential program. It is interesting to hear some of the comments that have been set forth so far this morning.

The purpose of my statement is to help this committee assess the performance of boarding schools in accomplishing their missions. This hearing could not come at a more opportune time for the four remaining off-reservation boarding schools are at the crossroads of survival.

In terms of the mission of the schools, I agree with many of the comments that have been brought forth this morning. The mission of ORB schools is changing dramatically. We have an increasing number of at-risk students that are now attending our schools. But there seems to be some confusion in which path we should take.

I know, for instance, at my school that we have struggled over the last 4 years to determine whether we were going to remain a 4-year high school, become an alternative school, or go in a different direction. And during that time period there was a lot of controversy, a lot of conflict, and a lot of dissention.

Fortunately for us, our mission is now directed at becoming an alternative school in order to meet the needs of at-risk students. The new mission resulted from many employee meetings, training sessions, and workshops. The school's mission had to be narrowed to focus on a particular type of student needs. It is clear to many people that programs and services required to meet the at-risk behavior of students must become more specialized, they will cost more, demand more resources, and require cooperative labor-management relations.

ORB schools are going through a difficult transition as they enroll an increasing number of students who are identified as at-risk and at a time when money for programs is limited. Budget constraints and student needs are forcing all ORB schools to redefine their missions and redesign their academic and residential programs. The union's recommendation on the subject of school missions would be that ORB schools narrow their mission statements in order to focus on the most important educational and residential needs of those students.

In terms of assessing the performance of ORB schools in accomplishing their missions, I understand that assessing the performance of ORB schools is an activity regularly carried out by the Office of Indian Education Programs. This assessment process is conducted via a monitoring and evaluation of each ORB school.

The school that I work at has had three such monitoring and evaluations over the last 4 years. These monitoring and evaluation reviews are conducted by individuals who are respected educational professionals, many of them Indian people themselves. They provide good information regarding the performance of ORB schools. The recommendations in these reviews describe remedial actions that can help to clarify a school's mission and provide direction in the redesigning of the programs for students.

However, what happens with the recommendations made in the OIEP evaluations? How do ORB schools show that they prepare and implement comprehensive plans to meet such recommendations?

One recent monitoring and evaluation report stated:

> Whether this review impacts changes or brings about improvements in existing processes will remain to be seen. Given the history of past reviews conducted within the last 5 years, the tendency has been that there have been no gains or recommended changes have been stuck within the bureaucratic process.

If the problems which existed in 1980 are still one and the same as problems voiced in January 1994, any review conducted is merely an exercise in futility.

Does self-monitoring by OIEP work? Or should the process be revised to assure that findings and recommendations receive proper response? The union would recommend in this point that all ORBS monitoring and evaluation findings be mandatorily followed up on by the evaluating team that did the evaluation within 12 months after a monitoring and evaluation report has been released to assure that a report of findings has been prepared.

Most recently, the Affiliated Tribes of Northwest Indians passed a resolution regarding monitoring and evaluation at the school where I work. They have a concern. I know that you are familiar with the Affiliated Tribes of Northwest Indians. They do not pass resolutions unless they have researched the situation and feel secure in what they are doing. As I said, they have expressed major concerns. Copies of the resolution will be made available to the committee.

There have been other reports—and Mr. Gray mentioned this—that have been done over the last 10 years. They are very thorough. Some of those I have looked at give many recommendations. When those of us who work in the trenches become aware of these reports, we always have anticipation that there will be change, that improvements will be made, that working conditions will become better, that we can more effectively serve our students. And when those changes don't take place after we are aware that such work has gone on, we tend to get very disillusioned. Some of us become somewhat apathetic about believing that there is going to be any change in the future.

So I think it is extremely important for OIEP and for the committee to take a look at what happens when so much effort, money, and time is spent during the monitoring and evaluation process and what happens to those recommendations.

In terms of the academic and residential programs, students who are at-risk and behind academically need a longer school day accompanied by specialized programs outside the traditional school hours. At least one ORB school has adopted a 21st century boarding school program which includes a school site-based council that has broad employee and student representation. That is the school I come from.

This site-based council is now in the process of developing an alternative education program that will integrate traditional academic services with nontraditional academic settings and work toward an outcome-based educational model. Such a program provides a realistic approach for meeting the social and educational needs of at-risk students.

Indian education specialists have recognized the need to improve student services in residential programs. We have heard much of that already this morning. In years past, residential program staff were expected to provide only the most basic of services such as student accountability, teaching a student about room care, personal hygiene, or settling a minor dispute.

Today, the duties of a residential employee are complex and demand more education and skill development related to adolescents and how to respond to at-risk behavior. The 16 hours the dorm staff spend with students today demands that they are able to recognize, counsel, document, followup, report, and refer at-risk behaviors. Incidents of drug use, alcohol abuse, fights, assaults, damage to school property, and student absenteeism are common occurrences in some ORB schools. And we have heard a little bit about that in earlier testimony.

If you can imagine a single staff being in a dorm with up to 50 students at one time, it becomes quite overwhelming. The employees end up feeling as if they are only warehousing students.

Because adequate staffing and programs are unavailable in academic and residential departments, ORB schools often lose a dramatic number of their total enrollment before the end of each school year. We must ask: What happens annually to the hundreds of students who leave ORB schools before the school year is completed? How will they impact the future of their tribes and tribal resources? Granted, we have our success stories. But we also lose a tremendous amount of our students.

In reference to a report on the mental health needs of students in ORB schools, a psychologist for the Portland Area states that many of these students return to their home environments lacking any new skills to deal with their environment. Many students will end up with a marginal existence. Many will continue inappropriate behavior until they become institutional patients or inmates in our jails and prisons. This is a sad commentary on Indian youth if we are unable to reform and revitalize programs within the off reservation boarding schools.

Residential programs for ORB schools are woefully short of trained staff and resources. While residential staff are expected to be accountable for students up to 16 hours a day, we are the least trained and the lowest paid of all ORB employees. Higher education and certification requirements must be set for new hires in residential programs.

All existing residential staff must have the opportunity to obtain education and certification in order to improve skills in working with at-risk students. Salary scales for residential staff must be set at a fair level so as to recruit and retain qualified individuals.

Residential staffing ratios are currently unacceptable. BIA standards allow for one staff to 50 students. At some schools, maybe that is not so bad when they have a dormitory or a barracks-type setting. Maybe they can adjust their handle to that. But in our situation, we are set up in a cottage style dorm with three different levels, a dorm style more like you would have at a community college. It is very hard to monitor and be aware of what is happening with the students.

An average ratio during peak enrollment can run as high as 1 staff to 40 students, occasionally reaching 1 to 50, as I mentioned. One ORB school staff has stated that her school's residential program has ratios as high as 1 to 80. If residential programs are to be effective, adequate staffing levels must be established and enforced.

The union would recommend in these instances that the sidebar agreement under article 40 of the educational personnel system of the master agreement between the union and the BIA be implemented immediately. The union also recommends that standards for dormitory staff to student ratios be changed to a minimum of 2 dorm staff and 1 counselling tech for every 30 students.

The side bar would allow development of a sequential curriculum plan to upgrade the knowledge, skill, and ability levels of BIA employees who work with at-risk students in the residential program. The side bar would also provide dorm employees an opportunity to increase salaries in accordance with educational attainment. Improved staffing ratios would allow residential departments to effectively carry out the goals, therapeutic, and other specialized programs.

The union believes that the 21st century program approach will allow at-risk students to obtain the type of individualized open enrollment education required to meet their needs. Therefore, the union recommends the establishment of 21st century boarding school programs and site councils for each school.

Site councils are important. They would provide the employee and student representation that is needed to allow them to participate in fulfilling its school's mission.

Appropriation and allocation of funds is an extremely important area for everybody. The authorization and appropriation of funding by Congress for Indian education and the internal allocation of funds by the BIA are key to the future existence of ORB schools. The questions must be asked.

How much additional money will it take in order for ORB schools to meet the new demands resulting from the growing at-risk student population? We have heard one figure of an additional $3.5 million and another comment that we need to double that. I don't think we are totally certain how much money is needed until we understand the problem and how we are going to remedy the problem.

How can Congress assure that money appropriated for specific educational programs will be properly allocated within the Bureau of Indian Affairs?

What is the best funding formula to assure that funding for schools is established by student needs and not student head counts?

These financial questions must be answered if we expect to meet the educational needs of Indian students attending ORB schools.

In my experience in working in the residential program, at the beginning of the year we load the dorms up. After October 1—which is count week, I believe—we rapidly begin to lose our enrollment. Until October 1st and for the remaining month or two after that, it can be a nightmare in the residential programs, especially in the school I work at. When we have one-fourth of our student body that are on some type of probation from the court system, we have situations that can get out of hand very rapidly. That carries over and influences the behavior of other students.

Fights in the dorm are common. Incidents involving damaged school property are common. Incidents with the neighboring communities and people living near the school are common. I don't say that this applies to all ORB schools, but when I do consult other individuals they seem to have similar problems.

The union would recommend that the ISEF formula process be changed to program funding for ORB schools and that adequate consideration be given to funding of the administrative cost factor. As I understand it, under the ISEF formula, the administrative cost factor for administrative positions is taken out of that ISEF money. In terms of contract and grant schools, they receive additional money for those administrative cost factors. So it does hurt us financially in some of the ORB schools in terms of that administrative cost factor.

Cooperative labor-management relations remain a key factor in order for ORB schools to be effective in serving students. The union recommends that Congress amend the Federal labor-management relations statute to reflect Executive Order 12871. The degree to which the Executive Order is embraced and implemented by both labor and management will be critical to the success of ORB schools and meeting their needs.

Cooperative labor-management relations become essential when school administrators are faced with reduced budgets and program resources. At-risk behaviors often demand program changes that in turn impact the methods and means by which employees perform work. Employees are often asked to accomplish more with fewer resources.

Federal employees working for ORB schools also must face the possibility of losing Federal status if ORB schools become contract or grant schools. Should ORB schools enter the process toward becoming contract or grant schools, the union and employees should be actively involved in the process. Empowerment of employees—whether they are ORB schools or contract schools—providing them with a partnership when making needed changes in working conditions or school status will be beneficial to providing effective educational and residential programs.

The union is not opposed to contracting out or granting out ORB schools to the tribes. We support self-governance and self-determination. However, when that process takes place, the human factors relating to the work force must be taken into consideration.

There is a necessity to maintain ORB schools. I truly believe that. My experience has shown that if a particular social problem exists in mainstream society, the problem is often greater within the Indian communities. We have heard that alcoholism, suicide, unemployment, single parents, illiteracy, and early death are but a few areas where Indian people experience a significant increase of incidents compared to society in general. The only real solution to many social, economic, and political problems that face Indian people is to provide adequate education services.

ORB schools provide the only viable resource for meeting the challenge of educating those youth who are at risk and whose communities are unable to provide adequate education programs. The bottom line for many Indian communities is that they simply do not have the capacity to provide the education or meet the social needs of at-risk Indian youth.

Many of these youth are gifted and talented, as we have heard earlier. They are creative and capable of becoming future tribal leaders. ORB schools and Indian tribes can no longer accept yearly retention rates of less than 50 percent.

The **CHAIRMAN**. Mr. Melendy, I hate to interrupt you, but——

Mr. **MELENDY**. We are running short on time?

The **CHAIRMAN**. Absolutely.

Mr. **MELENDY**. I will close by saying that we can't accept those rates any further. I hope that this committee does support efforts that are underway now to revitalize and reform ORB schools and provide the level of funding required to institute the new programs.

[Prepared statement of Mr. Melendy appears in appendix.]

The **CHAIRMAN**. I believe I am the only chairman in the Senate that would provide full and àmple time for all witnesses to testify, but I just hope that you will not exploit that situation.

Mr. **MELENDY**. I understand.

The **CHAIRMAN**. We have a vote at this moment. I am going to forego voting because I believe this is an important subject here. But at 1 p.m. I have an appointment that I cannot cancel because I am presiding at another hearing. Lunch is not important to me, so I will skip that.

May I now call upon Chairman LaFramboise?

Mr. **LAFRAMBOISE**. Mr. Chairman, may I invoke the Indian tradition of allowing these young people and the lady to speak before me as a respected tribal leader?

The **CHAIRMAN**. Ms. Lowe.

STATEMENT OF TAMMY LOWE, STUDENT, SEQUOYAH INDIAN HIGH SCHOOL, TAHLEQUAH, OK; A RESIDENT OF ANDERSON, MO

Ms. **LOWE**. Hello. My name is Tammy Lowe. I am representing Sequoyah High School. One of the reasons I wanted to speak to you today is to give you a reason and an example of why Indian students want to go to boarding schools.

I would first like to key you in on why I wanted to go to a boarding school. The school that I went to was considered one of the more challenging schools in our area. It had all the college-bound classes and everything that a competitive school would want to have. I was ranging in the top of my class.

But one of the biggest problems I faced was racism. In my school there weren't any other Indian kids other than my cousin, my brother, and me. Nothing about our culture was ever taught. We daily got bombarded with insults, racial slurs—all sorts of things. The school itself was not giving us the encouragement we needed to stay in that school.

There were no other minority students in my school. It was a predominately white school, and that is the main reason I went to Sequoyah.

Before I went, I was told by my teachers and my counselors not to go because they had a high dropout rate, because they had a high pregnancy rate, and because of a list of other problems. But one thing I found out is that sometimes they don't tell you the whole truth.

My parents and I went to Sequoyah to see for ourselves what exactly was going on. When we got there, we found out that everything we had heard had been told completely wrong. There was no high dropout rate and the pregnancy rates the school had was not that the kids were getting pregnant on campus but the kids who were already pregnant were coming to the school because they needed help, because they couldn't get encouragement, and because they couldn't get help from their schools or their districts.

When I got there, I found that there was one thing I really wanted to do and that was go to school there. This last year has been my first year there.

One thing I want to express to you is some of the problems we face at Sequoyah High School. Some of the most basic things are problems that we must face every single day. Housing arrangements, general maintenance—these are problems that we have.

My school had an enrollment to begin with of 300 at Sequoyah. At the end of the year we still had 250 enrolled. But the problem was that the dorms on the campus were just not adequate or big enough to accommodate all the students. We have an average of four students in one room. When you consider how big the rooms are, it is just too small for students to live and to be able to function. Another problem we had was general maintenance, such as no screens on the windows and the air-conditioners not working.

But at Sequoyah High School we have this feeling of family. For some of the kids, Sequoyah High School is the only family they will ever know.

I have heard a lot mentioned today concerning the academic part, that the Indian schools are not meeting the academic part. But at Sequoyah we are a grant school and we have programs like the academic team, gifted and talented, the National Forensic League, National Honor Society, college-bound classes, the speech and debate team. We have upper level classes like trig and physics. We have teacher cadet, which is the top 10 percent of your class. Many of our students have entered creative writing contests and other types of academically challenging things at other schools and even universities and have placed first and second.

I heard a lot about your statistics concerning only 50 percent graduating. But you need to look at each individual school. You are kind of combining all the schools and saying that this is a problem that each individual school is facing. But in our case, the high dropout rate is nonexistent.

We do have—I don't know if you would consider this a dropout rate—the 50 students who left Sequoyah did not drop out. They went to other schools. I think it is kind of unfair for everybody to say that each individual school has the exact same problems. While many are similar, we do have problems that are completely different from the other schools.

I would like to express to you mostly about the things at Sequoyah that we offer. One of the things that I was told they are trying to get implemented is a drug and alcohol treatment center. At Sequoyah High School we have the Jack Brown Center [JBC], which is a drug and alcohol treatment center. When any of our students are determined that they need to go there and whenever the counselors and the administration decide that they need to go to this place, this is where they go. It is on campus with us. So they still have interaction with our school and we have a little interaction with them. They are getting the help that they need.

But whenever it comes to severe social problems, there is just no type of program set up for the severe social problems that our kids have.

As I told you, when I first went there I was discouraged. People told me not to go there because it was a bad school. This is mostly what I am hearing about most of the boarding schools. But I would invite you to come to these schools to see what it is like. For any minority person in this room, I am sure that they know exactly what it is like to be treated like you don't matter or that nobody cares. This is what most of the kids at Sequoyah High School get.

In the areas they come from, people treat them like they are not important. Take, for instance, that we are in the capital of the Cherokee Nation. However, most of the Indian students at Tahlequah High School do not go there. They come to Sequoyah because at that school they are not treated right. They are treated like they don't matter. And that is in our own capital. That is our Cherokee Nation capital. They are still treated as if they don't matter. That is why they come to Sequoyah. At Sequoyah, the teachers really do care.

I have been sitting in on several school board meetings. At the beginning of the year, one of the things they talked about was the extra duty contracts they were going to give the teachers. One thing they determined was that most of the teachers weren't going to get these extra duty contracts even though the teachers themselves stay extra late to help out. My speech and debate coach—a week before debate season would start, we would stay up until 9, 10, or 11 at night working on things that my teacher didn't always necessarily get paid for. It wasn't the school's fault, it was just that they lacked the funding to be able to pay the teachers what they deserve.

Some of the problems we have I know could be addressed, but I don't know why they have been swept under the rug for so long. We have heard testimony that for the past 20 years these boarding schools have had problems that nobody has addressed. We have to admit that somebody was to blame— more than one person probably. But now that this has been brought up, we must address it. We can't sweep it under the rug anymore.

Some of the benefits for Indian students to go to these boarding schools are the classes and the clubs that they have. We have Native American study classes where we are taught about each individual tribe. It encompasses the entire North American continent, even the ones down in South America. We are taught about our heritage. We are told what we have gone through.

In a public school, we are not. When I was in 10th grade, I sat down with my American History teacher and went through the entire book. One paragraph was about Indians. One paragraph out of the entire book. This is what the kids in public school are being taught. They are not being taught the contributions we made. I know the Indian people have made a very significant contribution to the way the American Government has been formed to everything that has happened, but we are not told that.

That is one of the reasons that kids decide to come to these boarding schools. They come because they can be taught there.

Some of the families, whenever they come—I have met some of the families—they believe that to succeed and to go to college and be able to do all the things the kids want to do would be conforming to the white man's way of living. They think it means giving up our culture, but it doesn't. The things they are taught at our school—they are taught that we have to learn. We have to be able to succeed. If we don't, nobody else is going to help our people. But these are the attitudes that we must overcome. And they are being overcome at Sequoyah.

At the beginning of the year, we had 57 seniors who were enrolled. At the end of the year, we graduated 55. The other two would have graduated but they lacked a few credits. We are trying to get everybody through that we can.

We had representatives from Dartmouth and Stanford along with many, many other colleges come speak to the graduating seniors at our school. Many of them were seriously considering going to these Ivy League schools. In the school where I came from, I would have never been encouraged to go to an Ivy League school. I would have never been encouraged to learn more about my heritage. In fact, they had what they called culture day. All the kids I knew dressed up like Shakespearean times. I came wearing my traditional clothes and was ostracized and ridiculed for it. But I still did it. What we just realize here is the reason these kids come.

It was brought up earlier that we either have to help these schools all the way or get rid of them. But if we get rid of them, all the kids who are going to those schools now are going to have an even harder time than they might at the schools they are going to because they are not going to have that chance to learn about their culture and they will not have the chance to be encouraged by people who care. That is one thing we must take into consideration.

I would invite you, once again, to come stay at one of the schools, meet the kids, stay in the dorms and see what it is like. See that these kids are not always the ones that they say are the troublemakers in the regular public schools. These kids really do have a chance to go on.

One of the other things that we need to work on—it may be hard—but a followup program for graduating seniors. A personal friend of mine was given a full-ride scholarship to the University of New Mexico but this last year he was contemplating quitting because he didn't have the encouragement there. When he left our school and left the encouragement, that is as far as he got because nobody at this other school encouraged him to go ahead and stay in school even though he got the full-ride scholarship.

My graduating class knows that there are people standing behind us wanting to back us up. But some of the kids coming in—the reasons they don't stay or that they decide to go ahead and drop out is because they don't get the encouragement. Unless they can get this encouragement at school, they hardly ever get it at home. This is one of the main reasons kids decide to go ahead and come to these boarding schools.

As I said, funding is a big part. Whenever we say that you are only going to receive a certain amount of money and you must be able to make do with what you have, it just doesn't work unless there is enough money in there. As I said, some of the teachers have to stay over extra hours just to work with the kids. Sometimes they do this and they don't get paid for it. Teachers become more reluctant to stay over and work with the kids unless they get some kind of compensation for it.

For some teachers, it is gratifying enough to see that the kids are succeeding, but some teachers are not that way. We can acknowledge that. We have to be able to recognize that these teachers do deserve to get more money. I think it would be really important that we decide to go ahead and start helping these Indian schools because the kids themselves need this encouragement.

Thank you for hearing me.

The CHAIRMAN. Congratulations, Ms. Lowe. Sequoyah Indian High School is most fortunate to have you as a spokesperson.

[Applause.]

The CHAIRMAN. I believe I will accept your invitation to visit Sequoyah as well as other schools.

Now may I call upon a student from Riverside Indian High School, Mr. Holder.

STATEMENT OF SHELDON HOLDER, STUDENT, RIVERSIDE INDIAN HIGH SCHOOL, ANADARKO, OK; A RESIDENT OF GRACEMONT, OK

Mr. HOLDER. I am Sheldon Holder from Oklahoma. I am honored to represent Riverside as a school.

We need funding for various activities, books, meals, dorms, and all kinds of living material that we need. We had 402 students at the beginning of the year and at the end of the year had 223. Most of the students dropped out and went to other schools because our dorms were inadequate, they had family problems they needed to be home for, and because of peer pressure. Most of the students who do return often excel in the academic part.

Most of the students who do come to Riverside have been ridiculed through prejudice at white public schools. The reason I went to Riverside was because of the racial tension and the peer pressure in being an Indian at an all-white school.

We are always put down as lower than other people. That is the reason I went, because I didn't want to take that anymore.

We have various activities like gifted and talented, a closeup organization that comes to Washington, DC, Indian club, rodeo club, football, baseball, basketball. We need new uniforms and all kinds of stuff like that. The students who don't get to go home on weekends should be able to do something nice like go to the movies or do something that they would like to do. Most of the time they are just sitting at the dorms all weekend without a place to go. They don't have the privilege to do something nice.

We need computers, typewriters, and various equipment. We need proper meals; decent meals. We need more counselors. We have 5 counselors for 223 students. I think we need more counselors and dorm staff.

Out of our seniors that graduated this year, half of them plan to go to college, but the rest have vocational training as nursing, business, computer technician, and other various types of fields. They plan to work right after they graduate. Many of the students went home after graduation.

Thank you very much.

[Applause.]

The CHAIRMAN. I commend both of you for testifying. It is not easy to testify before a Senate panel. There are adults who quiver at times. [Laughter.]

Ms. Lowe, I gather that your school is a contract school, a grant school?

Ms. LOWE. Yes.

The CHAIRMAN. Mr. Holder, is yours also a grant school?

Mr. HOLDER. BIA.

The CHAIRMAN. There is a little difference, isn't there?

Ms. LOWE. Quite a bit.

The CHAIRMAN. Now may I call upon a board member of the Flandreau Indian School Board, Ms. Kipp.

STATEMENT OF CYNTHIA KIPP, BOARD MEMBER, FLANDREAU INDIAN SCHOOL BOARD, FLANDREAU, SD; A RESIDENT OF BROWNING, MT

Ms. KIPP. Thank you, Mr. Chairman.

It is indeed a pleasure to be here. I have been going to Flandreau Indian School for 24 years. I was first on the parent advisory committee and then we formed the policy school board. I would like to say, Mr. Chairman, that after having served there at Flandreau and belonging to the National Indian School Boards Association, I have for 24 years heard the same comments from the Senators, from the people who are involved at the school in the education of our young.

As you have heard from the two students, we have inadequate dormitories. We faced closure in the 1980's. We saved those Indian schools, however, we did lose Intermountain, Mount Edgecomb, and then Phoenix.

But why through the years, when we are almost into the year 2000, is the U.S. Government finally saying, How can we assist you? Where has everyone been when we have needed those funds? Every year we are promised the same thing. If it isn't forward funding, it will be an increase in the ISEF formula. But it never happens, Mr. Chairman.

The books and academic learning were very, very old when I first came to Flandreau. They had to be bought. We had to give up athletic sports and a lot of extracurricular activity because there was inadequate funding.

The dorms are inadequate. We have four students per room. We have painted and repainted. The dormitory itself is not adequate. It is built in a manner like you would build a prison. It is not an environment that is a home away from home for these students who may perhaps have one parent or a grandparent or an aunt and uncle who send those students there to get a quality education, what everyone in America talks about.

So when are these good things going to happen for us Indian people? It was the great patriarchs 100 years ago that put in our treaties that our health, education, and welfare would be taken care of if we gave up our land. We didn't make those commitments, the

U.S. Government did. I think the responsibility of the U.S. Government has to begin now. We cannot live on promises that are dead and gone and buried. We must move forward into this nuclear age. We have to have our children have what they have in public schools—computers, this new fiber optics—everything that a public school offers to students, we want our Native American students to have also.

We have continually asked for a better health program. We have begged for a nurse at the Flandreau Indian School. Public schools have nurses. Private schools have nurses. But we don't at Flandreau Indian School and it is needed; very badly needed.

You have heard all the statistics today, Mr. Chairman. I am not going to elaborate on those. I am going to elaborate on the need of these students receiving this education. Not all of our students are going to be college-bound, although we prefer that, but we have students who excel in other environments. We have students who excel in building trades, vocational, electricians, plumbers, masonry—you name it. We want those students to graduate from Flandreau Indian School to go out there in the world of work. There are girls who want to be mothers.

So you see, Mr. Chairman, we no longer need these statistics and these assessments that we have every year, which cost hundreds of thousands of dollars.

What about our students that graduated this year from Flandreau and all these other schools as well? Are they going to be assured of that scholarship? Are they going to be assured of the BIA stepping forward and saying, "Sure, go to Harvard; go to Stanford; go to where you qualify for; get your education and go back and help your people?"

I remember years ago, Mr. Chairman, when a whole bunch of us ladies came to a hearing and the Senators told us then, "Go back home, educate your young people, and then come back and tell us what happened."

I am coming back to tell you that I am the mother of nine children and I sent all my kids away to school. I don't know where those BIA scholarships were, but I did it with these two hands. I worked three jobs.

So you see, Mr. Chairman, when will that change actually happen? When will they say:

> Indian people, there are x number of dollars so this young student can have a bigger, better, more beautiful dormitory where four students aren't crowded in there with this little tiny table for a desk when they all have to study at once?

That is what I would like to hear the U.S. Government say.

We are tired of having old hand-me-downs; having old sanitariums for schools. How about 4-year colleges? Mr. Chairman, we are talking about education here. This is what us Indian people want.

In fact, I am an Indian person here today to demand. I want more than lipservice now because I have heard it for 24 full years and nothing has changed yet. So if the U.S. Government is saying that they are going to assist us, by good God let's do it now. Let's keep our kids in school. Let's let them get that education that is so forthcoming to them. They are our leaders of tomorrow. We are going into the year 2000.

Look at the studies and the tests. It is getting tiring. I am a mother and almost 60 years old and I have 33 grandchildren coming up. Multiply me living on the reservation by maybe just 500 other women my age who put their kids through school who are raising grandchildren. We only have 7 off-reservation boarding schools for over 1 million Indian people? Where were the promises? How many 4-year colleges do us Indian people have? How many hospitals do we have?

I think the Government should be ashamed of the way us Indian people have been treated. Our culture, our traditions, our heritage, our inherent rights—we had a time even getting our students at Flandreau to have the grace to be able to practice their religion. When they wanted to burn their sweet grass and their sage, at one point in time they were accused of it being drugs.

I can truthfully and honestly say that our students at Flandreau can have a sweat lodge. They can cleanse their bodies and they can pray. A few of them do.

At Flandreau, we have 57 different tribes from 26 States. We also have a traditional graduation where Pomp and Circumstance isn't played. The graduates come in to the tune of a traditional honoring song.

Those types of things, Mr. Chairman—I know you come from Hawaii. That's a beautiful place. I have been there. But us Indian people deserve more. We deserve bigger and greater things that are out there in the world today so that these young people can be proud to say who they are and where they came from. That is what is needed, Mr. Chairman.

I hope I can believe you when you say that your system is broken and it needs to be fixed. I heard the gentlemen from OIEP unable to provide you with statistics. Why do we always have to go on statistics when you know what we need? Everyone knows, yet we are bombarded with these statistics and studies. It has to stop. It has to stop now. Let's not have any of these promises anymore. Let's provide for our youth, our Native American Indian youth, the Plains States, the Southwestern States, the North Coastal States, and the Eastern States.

We are all such a different type of people. We are all Indians. We are all federally recognized Indians, but we are different. We don't have the same customs and traditions.

Maybe I share with Mr. LaFramboise some of the beliefs of the plains Indians, but not with the pueblos from the south. They have different practices and religion; different beliefs. They have different ways of educating their students at their boarding schools than we have at Flandreau. But they share the same common openness of wanting our students to have that much-needed education in this world today. You can't get by without that education.

So Mr. Chairman, I plead with you to help us now. We need that help.

Thank you very much.

The CHAIRMAN. I thank you very much, Ms. Kipp. My only regret is that the committee wasn't here or the Senate wasn't here to hear your most compelling and forceful voice of anger and frustration and impatience.

I quite agree with everything you have said. This Government should be ashamed of itself. We have violated every treaty that we ratified. Of those we did not ratify, we just ignored them.

So I am well aware of many of the shortcomings of my Government. One of the problems is very visible here. I am the only one here.

But I am glad that the members of the Bureau of Indian Affairs were here to listen to you and got a little flavor of your concern, your anger, and your frustration. I am in many ways surprised that there are not more voices of anger in Indian country. I have long contended that maybe Indians are too patient. Maybe they have become too docile.

May I now call upon the chief of the Turtle Mountain Tribal Council, Chairman LaFramboise?

STATEMENT OF RICHARD La FRAMBOISE, CHAIRMAN, TURTLE MOUNTAIN TRIBAL COUNCIL, BELCOURT, ND; AND BOARD MEMBER, WAHPETON INDIAN BOARDING SCHOOL BOARD, ACCOMPANIED BY ROBERT HALL, CHIEF SCHOOL ADMINISTRATOR, WAHPETON INDIAN BOARDING SCHOOL, WAHPETON, ND

Mr. LaFramboise. Thank you, Mr. Chairman, esteemed members of the U.S. Senate, and all those human beings that are trying to do something for the American Indian, the original inhabitants of this country.

I want to begin my preference by letting you know who is speaking. My name is Richard—back home, "Jiggers"—LaFramboise, elected four times by my people, by my peers, 25,000 strong, the most populated, most progressive Indian tribe that I can be very proud of representing in the State of North Dakota.

Myself, I am a product of the reservation school system. I am also a graduate of the University of Oklahoma School of Law and a college graduate of the Central Michigan University College of Business.

It is very nice to hear the intelligent words of our youth. I thank you for letting me go last.

> I want to say further that you are not a great chief of this country, that you have no following, no power, no control, and no right to any control, you are on an Indian reservation merely at the sufferance of the Government. You are fed by the Government, clothed by the Government, your children are educated by the Government, and all you have and are today is because of the Government. If it were not for the Government, you would be freezing and starving today in the mountains.
>
> I merely say these things to notify you that you cannot insult the people of the United States of America or its committees. The Government feeds and clothes and educates your children now and desires you to become farmers and to civilize you and make you white men.

This was said 111 years ago in 1883 by Senator John Logan in his response to Sitting Bull, one of our esteemed Indian leaders, who asked, "Why aren't we getting the proper funding to do what is needed and as promised to our Indian people?"

This is a paper that began in the writing of a Turtle Mountain Chippewa young lady who is a senior at the University of New Mexico entitled, "Indian Boarding Schools: Acculturation and Oppression."

She ends with:

Love and nurturing were two key elements that were missing in these boarding schools; two vital elements necessary for the development and growth of well-adjusted children. Indians have been viewed as a surreal, dissident subculture in this country and are not taken seriously. As a result, they have constantly had to work twice as hard to be taken seriously and to prove themselves in everything they attempt and accomplish in a dominant white man's world.

The only good thing I can say and see that came out of this whole experience is that it made us into strong survivors.

As you have heard the testimony, there are some strong survivors here, Mr. Chairman. The survivors are that of the system. It is sad for us as Native American people and leaders to have to cower to these words that are demeaning to us. I took it as an exception to become a member of the Wahpeton School Board because they were under fire, as you would say.

You asked a question earlier, Why is it different now than it was 5 years ago? Basically, right now let's cut through all the bull. The bull involves the U.S. Government versus local control by Indian people over their own destiny and ways of teaching their youth. The Government control system has always set up a control system in what is taught, what the topics are, how much we are funded, and what we can fund for.

Most of the students that we get at our boarding schools—and one at Wahpeton Indian School—which is an elementary off-reservation boarding school, a very unique distinction amongst them all—is that we get a lot of what is called bruised apples, or bruised children, children who have been involved in a number of incidents that have been catastrophic to their lives.

We have had millions of articles. There are a lot of people out there who have received degrees writing about Indian articles. You have a booklet in front of you that has been presented with a number of articles. I have an article also that is written in front of me about American Indian children and adolescents.

I would also like to say that as a board member of the Wahpeton Indian School, as a tribal leader, and as a Native American that believes in my traditional background and upbringing, that we have to deal with our children in a holistic manner. People are and have not dealt with Native American children in a holistic manner. They have dealt with them in what they have perceived as the proper manner.

The point that I am trying to make as a tribal leader—and I took it as my responsibility to sit on this board for the Wahpeton Indian School because I didn't want some subordinate to be involved or influenced. I knew that we needed to have some fire power to discuss some relevant issues.

But in dealing with the issues of the Wahpeton Indian School it is very indicative of what and how most of these writings about Indians are. I surely do not want to be a board member for the Wahpeton Indian School—and I served as a board member for the Flandreau School and can tell you the difference—and produce for this society 250 or 150 white clones as adopting and bringing Indian children into that system. I would like to give them a holistic approach and an approach that has a loving and caring esteem—as this young lady said next to me—that gives you an opportunity to appreciate your culture, your background, and your future.

A number of articles have been written. One of the best or better that I am sort of biased to is one done by the head of the counseling/psych/educational department dealing with Native Americans at the University of Stanford.

In this article, it goes through all the summaries and conclusions as to the professional approaches and the academic approaches. It has 81 bibliographical backgrounds. I would like to give it to the committee so that they can have an opportunity to see those. This was done so that the majority of society could see that Indians in a professional way can put their language in place.

It says:

> It is time to reverse the emphasis on pathology, research, and treatment with American Indians. Social cognitive intervention, systems approaches, and American Indian traditional healing methods are recommended. Because of their ability to focus on Indian cultural attributes and strengths, we propose that Indian traditional beliefs and healing practices be incorporated into conventional treatment designs whenever they are desired by the client and deemed appropriate by the community.

Social cognitive intervention, in particular, lend themselves to application in educational settings with American Indian youth. Research has shown that clinical treatment need not involve professionally trained care-givers to be effective with Indian youth. In fact, it has been suggested that the natural skills of Indian helpers may be obviated by conventional clinical training experiences that import Rogerian interviewing skills.

I am a little bit upset about the kinds of things we have had to fight against this last year. No. 1, I think it is politics. No. 2, when we talk about what is in the best interest of our Indian youth, I think we need to get right down to what is in the best interest of our Indian youth rather than the parameters of politics.

At Wahpeton Indian School the biggest problem we had was the NFFE, the National Federation of Federal Employees. At the time that we had been involved in the changeover from a BIA system to a tribal system, which is multistate and multitribal, and dealing with an old system that had 69 employees trying to meet the educational needs of Indian youth and terribly meeting that challenge to a tribal system with a multitribal input, dealing with changes of how to deal with Indian youth. We went from 69 employees to 142 employees mainly because the NFFE's pay was just inordinately high for our area. Our schedules and pay scales now are within the standards of the local school boards.

We have had five major investigations within the last 12 months mainly because there were questions of, What is going on here? What is happening here? Are you sure that we are doing things right for the interest of our children?

I have taken it as a personal interest to sit on this school board and sit in a number of heated discussions we have had on a number of issues. I have personally taken the lead in dealing with the State U.S. attorney. I have dealt with the State attorney general's office—who has been my very good friend and will continue to be my very good friend—on potential allegations and charges on things that have happened in years past but alleged to be taking place now just because there has been a disruptive movement. It has been one heck of a war.

I could see from sitting back there that you had five administrators here. The language kind of jumped around a little bit as they presented their testimony because some of them are employed by the BIA and some are not. The BIA ones are really careful about how they couch their language. I am not worried about how I couch my language. The language is in the best interest of the child.

In most of these instances, the Bureau system does not have the adequate funding because they are paying all these inordinate salary scales in some of these institutions and keeping the movement and the involvement of the community and the institution itself to a subservient level. We need to get to the point of local control, local involvement. In our instance at the Wahpeton Indian School, we are involved in our community, which is the city and town of Wahpeton, with which we have developed a very good line of communication.

We have developed with the attorney general's office an ability to set up a protocol system and a movement to deal with issues that are directly or indirectly involved. The major issues we have had, Mr. Chairman—the big change over the past few years has been that we, as the grant school systems with local control, now are giving these guys some ideas on how to improve their system. We have put together a personnel and policy procedure for the first time on our grant school system. We didn't have it in the Bureau system. We call it our therapeutic residential community. They all have therapeutic in their language now.

We also have for the first time in the history of the Bureau of Indian Affairs at Wahpeton Indian School a menu done by a nutritionist. The Bureau didn't have one, but when it turned over to grant, everybody said the youth were suffering from malnutrition. There were all types of really sad and sick excuses of why we were changing from the Bureau of Indian Affairs to a job working for kids and the local community.

Mr. Chairman, we now have a checklist of all our students that come in. It is a profile checklist that deals with every student as to their enrollment, where they are at, why they are there. As you have heard from the testimony, a lot of them concerns social involvement.

In our studies at our local school, we have put together a master calendar and agenda that is sensitive to our native culture and background. We have put together a mission that is dealing with the holistic and a culturally based, nurturing existence. We have two sweat lodges on our campus that are pointing in both directions so that all the cultures of our 21 tribes are met. We have increased our staff by one-third. We have developed a monitoring system where the whole file of the student is taken care of. We have made the school a safe and stable environment toward the end of the year.

At the beginning of the year, it was a mad house. We had people off-campus who had concerns. When you have five major investigations by the FBI, by the Department of Interior, by the State Department, the Board of Examiners of State Institutions—and we allowed them to come on. We had a jurisdictional dispute as to Federal or non-Federal and we wanted to make certain that we were providing the best interests of our kids.

We laid back and let them come in. They took their best shot at us and out of those five major investigations there were no chargeable findings.

We turned this 88-year-old Bureau of Indian Affairs one-government type system institution into a multistate, multitribal operation. It was and is a scary situation to be involved in. We are involved in collaborative efforts to rectify some old problems. We haven't had a rape on our campus in the last year. We haven't had a verifiable arrest for a stolen car in the last year. Those things were known to happen on a continual basis.

We have developed a healing center that not only deals with the students but with the staff. We have developed a staff preparation for our staff people who are working with our kids, so they have to have good feelings before they work with the kids. Every one of our staff, 100 percent, are all crisis trained at this point. This was done in one year, Mr. Chairman. They are certified in CPR and first aid so that in the instance of a child having a problem they can take care of it.

Yes, we are underfunded. There are two institutions in the State of North Dakota that deal with children in troubled condition. One is called Home on the Range. It costs $31,000 per year to put a child there. They don't even have the educational facilities there. They don't train their children. At Luther Hall, it costs $65,000 per student and there are 19 kids and 65 staff there.

We want to be able to fix and help our damaged goods. That is why I think the emphasis and the empathy that I hope that I bring to this board as a tribal leader is that I want to make certain that these Indian youth are proud of their heritage, that they can sit here at this table 20 years from now representing me as a constituent back home and be able to say that the same things are being done. We are doing things in the best interest of our youth, not in the best interests of politics, not in the best interest of these adults who are trying to hide behind the veil of doing good, but behind the interests of the child.

I guess I can close with this. It is a down-to-earth clinical example of how one Indian child was dealt with. I hope that it kind of conveys some of the things that we at Wahpeton are trying to do, which is to deal holistically with the child we are involved with.

To give you an example, a group of adolescents, mostly males, had gathered in a remote area of the reservation for a drinking party. After the late night affair, Carol, a 13-year-old member of the group was raped by a distant cousin. She reported the incident to her parents. They felt, however, that she had brought the problem on herself and refused to take any action. Carol was referred to therapy by school authorities because of noticeable weight loss and symptoms of depression.

An approach that combines a variety of intervention techniques might help Carol. Therapy could explore her negative thoughts, particularly those relating to having been violated and to feeling dirty. The tribe's attitude toward early sexual activity and possible strong taboos against incest and forced copulation might be revealed as the cause of Carol's depression.

The therapist might also incorporate behavioral techniques to relieve depression and improve Carol's eating habits. Such techniques might include increasing Carol's physical activity, monitoring her diet, and constructing a system of rewards for a weight gain and positive interaction with others.

Meanwhile, traditional interventions, such as a sweat lodge ceremony or a talking circle ceremony, might be particularly effective in Carol's case. The sweat lodge ritual could help relieve Carol's feelings of dirtiness or guilt through purification. The talking circle ceremony would provide the opportunity for Carol to obtain support and reinforcement and give her a safe forum in which to express anger and pain. Systems therapy could focus on family interaction and provide an understanding of the parental reaction to Carol's rape.

Defining the family is an important task. Carol's mother and father may not have been her primary caretakers. Other adults may have been equally supportive or influential in Carol's life. For whatever reason, Carol's family may be resistant to traditional interventions or to conventional therapeutic techniques. Nonetheless, assembling even a part of the family is beneficial. Parent/child interaction, family roles, the impact of the rape, and the individual family members' attitudes should all be explored.

That is what we at Wahpeton Indian School are wanting to be able to exercise. We want to be able to exercise the freedom of using our Native American traditions and beliefs to be able to exercise with our youth that come there an opportunity of giving them some pride in who they are and what they are becoming.

I thank you, Mr. Chairman, and on behalf of the Wahpeton Indian School Board, of which our administrator, Mr. Robert Hall is present—Ms. Joan Hart and Ms. June Staffney, who are also members of the board, are sitting in the audience. Ms. Hart is a graduate of the University of Harvard in education. I take great pride in dealing with these professionals. I think we as native people now have an opportunity to say what we want done. We don't want to holler in anger because we don't know what to do; we just want to be aggressive and assertive in telling all committee members and all people involved with this issue to talk to us. We have been in the fire.

The Bureau of Indian Affairs, as good as it has been, and the Government as it is will not solve our Indian problem. We, Indians, are going to have to take that charge and responsibility. And we, hopefully, under some more leadership that we attract in doing these things, by making therapeutic centers, by setting up our separate dormitories for our kids—but we need the dollars to support those.

The Indian Health Service has been left off the hook. They were not a participant in these residential schools. Maybe a nurse was thrown in, but that is it. Today we need some therapeutic help. We need some psychologists, examiners, some residential care right there. I believe that we are on the verge of being able to put a package together that will reflect that need.

Thank you.

The CHAIRMAN. I thank you very much, Mr. Chairman. I would like to stay and carry on this dialog with you, but as I indicated earlier, at 1 p.m. I am presiding at another hearing.

If I may impose upon my distinguished colleague from North Dakota, will you take over now?

[Applause.]

Senator CONRAD [assuming Chair]. Thank you, Mr. Chairman.

Welcome, Mr. Chairman. It is good to have you here.

Mr. LAFRAMBOISE. Thank you, Mr. Chairman.

Senator CONRAD. Wahpeton Indian School has been a difficult situation for everyone involved. I remember being contacted at a community forum and being told that there were serious problems there. Several years ago I had received mail that indicated that there were problems at the institution. That is when it was under BIA control. Last year I was called to a meeting by responsible parties in the community and told that the situation was intolerable in the community/school relationship and that things simply had to change.

We still get reports of difficulties at the institution. Perhaps the chairman could just give us a brief overview of what the enrollment was at the end of the school year this year, where you started with enrollment, and give us some idea—based on your own internal figures—with respect to incidents at the school in terms of incidents reported to the local police—any information the chairman might have that might indicate the trend with respect to difficulties that are measurable.

Mr. LAFRAMBOISE. Senator, it is nice to talk to another North Dakota friend.

In our school, I would be better able to give you a trend at this time next year. However, I am going to give you a biased trend for this year. Mainly because of the five major investigations we have had, of charges that were brought by people that were caught up into the hysteria of the movement from the BIA system to a system that is operated by five different tribal board members from different tribes in a multistate operation. It started out in an unquestionable type of atmosphere.

I think the fear of the unknown was probably the fantasy and the encouragement of some of these derisive comments and disregard for the best interest of the children through the 1993–94 school year.

We started out, Senator—as you know and as we have looked at the figures that have been presented all day long here—we are on what is called the average for the Nation as to the dropout rate. We started on count day last fall with 280 students. When we closed the school year this year, the week before school was out, we had 148 children. The sad part about that difference in between, which is closing in on 50 percent, is that everybody in this room knows that the people who know where their good students are keep them. They kind of dump the bad ones wherever you are at because the dollar follows the kids. On the count day, we had 280.

But of that, I found that approximately 50 percent of those kids that are so-called dropouts were brought back home from the school because we could not meet their educational needs. Maybe they were totally uncooperative. Maybe they just didn't have the wherewithal to be able to go to school there, or whatever. We brought them home.

By the way, we are the only elementary school amongst the seven boarding schools.

The other point of it is that the other 50 percent may be broken up into three categories. One is because mom or dad wanted the kid back home. Maybe in some instance where there was a situation where a kid got in trouble or whatever, he or she went home. The family situation at home called for them to go back home, so they went home.

We did graduate——

Senator CONRAD. Let me interrupt you to ask you if the 280 on count day was the peak of enrollment?

Mr. LAFRAMBOISE. Definitely. It always is. It is in the whole Bureau system. That is the way they operate.

Senator CONRAD. I understand.

Mr. LAFRAMBOISE. Hopefully, with this change now to the grant school system where we have now an interview type list and we have worked with the attorney general for the State of North Dakota in trying to develop some protocol with their board of inspectors, making certain that our institution meets its criteria as an institution in the State—we have not said that they could have our authority. We have said, "Bring your authority over here; let us compare; let us give you an example of how we can survive."

Senator CONRAD. Mr. Chairman, can you tell us, Are you obligated to take any child that is sent to the school?

Mr. LAFRAMBOISE. No, we are not. It had been developed as a Bureau system dumping ground from the other areas. Now that we have set into a system where we have local control and are designing our campus activity to that designated group that we can actually educate, we have set forth a checklist that now is going to be a prerequisite for those students to meet.

By the way, Senator, we did graduate 48 young people from the eighth grade this year with over half of their parents being present for the graduation ceremony, which speaks a lot for itself because the closest kid to our institution is 150 miles away.

Senator CONRAD. In the children that weren't there at the end who were there on count day—do you see any pattern with respect to the age of those children? That is, are these the younger kids disproportionately? Or is it the older kids disproportionately? Or are they pretty well distributed?

Mr. LAFRAMBOISE. They are pretty well distributed, but I would say that the majority of them come right in the area where your adolescence is starting to emerge, the sixth, seventh, and eighth grades.

Senator CONRAD. How are the kids distributed in terms of the 280 that you began with? Are they fairly evenly distributed between the grades? Or is there a concentration in any of the age groups?

Mr. LAFRAMBOISE. We have had a concentration in the sixth, seventh, and eighth grade age range. As we completed, I believe we had a dozen second and third graders, a dozen fifth graders and sixth graders.

Senator CONRAD. So you see a concentration there.

As the year went along, can you give us some statistics on what happened with respect to incidents? I don't know whether you record incidents that rise to the level that they are reported to the local police or if you have some way of measuring behavioral problems at the school.

After count day, did you see a rapid decline in the numbers? Did you see a significant change in incident reporting that you had?

Mr. **LAFRAMBOISE**. We of course, having started a year ago this month our assigned task of running a school—and of course hand-delivered these problems that had compounded over the years—we found that we had like a Chinese fire drill take place in September and October. We were compounded, of course, with the allegations by some staff members that were dissatisfied with their job assignments and positions and were encouraged by what we call the dirty dozen where the people who were involved with the NFFE made charges and claims as to the ability of the school to produce educated students.

Then we had some parents who were a little concerned about the safety and concern of their children. We did lose approximately 15 to 20 students that were pulled because of so-called concern. But the very interesting part of that is that we got a number of those kids back after Christmas. In fact, there were newspaper allegations. In fact, one of the newspaper reporters from one of the esteemed North Dakota newspapers won a journalism award on how dirty he could get about the Wahpeton Indian School.

We have had to bite our tongue and hopefully put together our own agenda. Our own agenda, as I tried to explain to Senator Inouye, is an Indian agenda. If that scares people, that is fine. But I think that it is time that our society needs to meet the needs of Indian people, not the needs of some person's condescending attitude and opinion.

Senator **CONRAD**. Do you have available those numbers on how rapidly the enrollment went down and whether that tracked with reduced incidents?

Mr. **LAFRAMBOISE**. Yes. In fact, one of the things that we had, Senator—we have been totally open to the public, maybe too naively open in the sense that we allow the local police to know within 15 minutes if we had a child that was not accounted for. Let's say that we had a child that went out back to smoke a cigarette on a sneak out behind the trees with another student or two and they were gone for more than 15 minutes. Our staff was very vigilant in making the report. We had something like 3,000 incidents in the school year.

Senator **CONRAD**. This current school year?

Mr. **LAFRAMBOISE**. I am talking about last year.

This year, we have noticeably reduced some of those incidents mainly because some of the kids are becoming more aware of the fact that we are in trouble at the school because they are messing up. So they have kind of controlled themselves. I think the incidents have cut almost in half.

Senator **CONRAD**. So you think that this year perhaps you had 1,500?

Mr. **LAFRAMBOISE**. I would hope that it is not even going to come close to that this next year.

Senator **CONRAD**. But you think probably about half of the incidents?

Mr. LAFRAMBOISE. I would say that, and I would also say that half of those are related to the AWOL incidents.

Senator CONRAD. How many of these incidents would be attributable to children who didn't finish the year?

Mr. LAFRAMBOISE. I think you are going to find that the majority of those are probably those that didn't finish the year.

Senator CONRAD. So that is obviously a very troubled population. The kids who can handle the environment, the institution, those kids are the one you would think would last?

I see Dr. Hall nodding his head.

Dr. Hall, if you would like to join us up here, you are welcome.

Mr. LAFRAMBOISE. On behalf of Dr. Hall, I would say that we have made a significant inroad into what I would call juvenile delinquency, a huge inroad. Mainly I think it is because they have been able to see us—myself as a tribal leader—on campus, being able to say to the kids that these things are positive and these things are negative. We have had a very sketchy history of peer involvement and role modeling. That is what Dr. Hall has brought to the institution and has been given the charge by us, the board, to do.

Senator CONRAD. Let me interrupt for a minute and say to the previous witnesses that you are certainly excused. You don't have to sit through all this. We very much appreciate your testimony here today and the contribution you have made to the committee.

Ms. KIPP. Senator Conrad, may I make one statement here?

Senator CONRAD. Certainly.

Ms. KIPP. It bothered me and then I was so impassioned when I was speaking with what we do and don't have as Indian people. I am wondering why the U.S. Government can impose our degree of blood on certain tribes. We are the only ethnic group in the world that has to go around with an identification card.

I am over half Indian and on my Blackfeet identification card, it says nine-sixteenths. My children are over one-fourth.

But it seems that somehow or another that degree of blood should not be there. It is not up to the U.S. Government to decide who is an Indian. Any member of any tribe who has a drop of Indian blood in them are considered Indian. When they go off the reservation, they tell them to go back to the reservation. On the reservation, if they are light-skinned, they tell them to go off the reservation. That has to stop also. That has to stop also.

I wanted to draw that to Senator Inouye's attention because I don't think that should exist. That makes our Indian people second-class citizens. Those Indian boys who went to the war to fight for our country and fight for our rights may be less than an *N*th of a degree becoming one-fourth Indian. When they go to the war, they are called chief, but they are not good enough to be on the roles on their respective tribes.

I think the Government did a grave injustice when they put that one-fourth degree blood quantum years ago to go to Carlisle Indian School, Hampton, Genoa, and I think that is an injustice that must be lifted before very long.

Senator CONRAD. We will make that a part of the record.

Thank you for being here.

If I could go back to the questions I was pursuing, I would be very interested—I am trying to understand the flow of events and what happens after count day. Do we see a rapid reduction in enrollment? Are the kids that go the most troubled kids?

Where I am going with all this is, What makes sense for the role of these institutions? Should they be educational institutions which would have one set of funding levels and one set of criteria and one set of expectations? Or do they need to be something more intensive? The chairman has used the term therapeutic and we see recommendations that have been made for converting these institutions to something quite different than just an educational institution, something quite different than just a school, something that does have a therapeutic mission.

That conjures up a whole different type of staffing, a whole different funding level. That is what I am searching for here. Perhaps you can help me. I may not even be asking the right questions. Maybe you can help me with my initial question.

After the count day, does the enrollment come down quite rapidly? Do the incidents come down because more troubled youth are being sent home? Then we can go on to the larger question of mission and role.

Mr. HALL. Let me quickly try to answer your first question about count week and declining enrollment.

The policy used to be that to generate the money to operate the school, you had to bring kids in because the money follows the kids. As soon as you get that, those kids that were causing you the most grief obviously had an opportunity to leave. Part of our problem at Wahpeton is that we started trying to change that because that is no longer acceptable. If a kid comes to us, obviously they have a reason to be there. We tried to start hanging onto our enrollment as long as possible.

This year, out of the 280 kids—and five kids finished the year without a single infraction—but at any given moment, from last year and this year—whether it's the good kids that are left or the good and bad mixed together—10 percent of our kids cause one-third of the infractions on any given day. If you take that 10 percent off, another 10 percent are going to step forward and cause another one-third of the infractions.

The difference is that some of our kids start to recognize the adjustment we have made in the way we approach them, so their behavior changes. But every kid there is very capable of causing infractions.

The magic number for AWOL used to be seven AWOL's and you got a good chance of going home. We started modifying that because AWOL was only a symptom of trying to ask for help on the part of the students. So just AWOL or infractions alone are not a determination to go home at our institution. We have a four-level institution. When you get to the healing center that Chairman LaFramboise talked about, you have another four levels you can go through there. So we have lots of opportunities to try to find more intense help for the kids.

The institutions in the State of North Dakota that have the same kind of kids we have have a 1 to 8 adult/kid ratio during the waking hours of the kids. In addition, they have a social worker to every 14 students during those waking hours. All these studies recommend that we stay at 150 or less enrollment for the very issue you started looking at. When we get too large a number, the problems get to be so big that you can't deal with anybody. But at 150 we start to be able to really meet the needs of the kids. We can maintain that.

At 150 students, we would still need 156 FTE staff to meet those State standards for a child care facility. At our school alone, in order to meet that, that is going to mean at least $600,000 more than what we generated at our high count of 280 during count week.

So you are starting to really look at the right kinds of questions. What mission are these schools able to carry out and have a reasonable chance of success.

The question comes, What happens to those 100 kids that you don't take and stay down at 150?

Many of our kids are going to be able to find that adjustment inside themselves to go back and be successful where they were unable to be successful before. So you can replace them with another kid—our damaged apples—we can repair them so that they can go back and find success either with their families or whatever.

If we were truly successful in our role, we would not have the same kid at the end as we had at the beginning. We must look at a sign of our success as being some turnover among our clients. Some of our kids are there because they need the help to be successful where they came from.

Today, every kid at our school has another school they could be at if they were successful at it, but for either family reasons, racism in the school, or other kinds of issues like that, they are at our institution.

Senator CONRAD. Do you think this therapeutic model of residential schools, with the mission statement, makes sense?

Mr. HALL. Very much so. I want to pick up again on something that Jiggers alluded to and that is that we need to bring a cultural perspective to the healing. Straight Rogerian or straight behavior modification or straight reality therapy alone is not the answer. That is included in that model.

Mr. LAFRAMBOISE. Senator, at this time, I don't believe that there is an ideal model. I think just in us having this unbelievable struggle over this past year of fighting off the press and fighting off all the innuendos—we just finished our first year. The honeymoon period is over in about 2 months in any institution. They get to know the staff, they get to know the system, and they are then able to act appropriately. If they push the right button, then the staff gets them AWOL or stuck and sent home or whatever. They, in effect, operate the system.

We are trying to change that by starting the school system and the school year with an intense 7- to 10-day work group study with the staff to talk about feelings because we have had damaged staff come to us. One of the things that we did was to accept the Bureau's standards when we did our hiring last fall. We used the Eagle system, which is supposed to do background checks on people.

After all the mud started flying around, we found out that we had some people who had committed felonies that were not acceptable to our standards. We had to release them. But they were in the system, for crying out loud, for 3 to 4 months before we were actually able to identify that. It was thanks to our cooperative effort with the State of North Dakota attorney general's office that we were able to identify some of those needs that we needed to clear up.

Mr. HALL. There is one other point I would like to add, Senator, if I may.

Obviously, Mr. LaFramboise is very well informed about our school. But so is every other board Member on our board. You could pick any one of the five and they would have that kind of information. That is one benefit to going grant, our people are very well informed. Where they used to meet three times a year, they are now meeting sometimes twice a month. Our involvement from those tribal representatives has greatly increased in this process.

Senator CONRAD. The funding that you just mentioned—you are talking about $600,000 over and above the funding that would flow if you had 280 students on count day. Am I correct?

Mr. HALL. Right, in order to meet those State standards in North Dakota.

Senator CONRAD. What is the gap if you have the 140 students that you end with?

Mr. HALL. It is greater than that, then.

Senator CONRAD. Much greater?

Mr. HALL. Much greater.

Senator CONRAD. Is it double?

Mr. HALL. About double.

Senator CONRAD. It is real sobering. We have these things we call spending caps around here.

Mr. HALL. You are going to pay for it one way or the other. You are either going to pay for it at our institution or you are going to pay $65,000 per kid at those other institutions.

Senator CONRAD. What would the cost be per student if we met the State ratio? If you had the kind of staffing and the kind of expertise that you think you need in order to cope with these special situations?

Mr. HALL. Properly funded, for 150 kids to meet those State certification standards and actually meet the need, it would be between $29,000 and $31,000 per kid. But that wouldn't include the academic. You go out to Home on the Range, which does not include academic, and they are spending $31,000 to $32,000 just for the residential.

So to answer that question, we could meet that need with our institution—not counting construction dollars, of course—for between $29,000 and $30,000 per kid and meet those State standards which are the most stringent standards I have seen for a child care facility.

Mr. LAFRAMBOISE. What we're doing, though, is saving us 10 years down the road the $45,000 at the State penitentiary. You know that the North Dakota State penitentiary has one of the highest inmate Indian population in the country. I believe I have something like 65 Turtle Mountain Chippewas inside that institution. If you would go back and check them on a biological nature, they didn't graduate from high school.

I think what we are trying to do is get these kids to have that zest to finish the 9th, 10th, 11th, and 12th grades and do something in our communities. Just in the short year that I have been involved—and I have taken it on as a personal task, so I am a little biased on the nature of the hard fights—I have seen a sparkle in the kids' eyes of feeling that we are going to be here. Last fall, when everybody was fighting us and everybody was making all kinds of innuendos about our school and the potential of closing it, there was a troublesome look in almost every student. I felt a comfortable closure to the school year.

Senator CONRAD. I, first of all, want to thank the witnesses. We could go on here, I am sure, for a long time, but we are well beyond the schedule. I appreciate very much the testimony of all the witnesses and the contribution you have made to the work of the committee.

Thank you very much.

[Whereupon, at 1:37 p.m., the committee was adjourned, to reconvene at the call of the Chair.]

APPENDIX

ADDITIONAL MATERIAL SUBMITTED FOR THE RECORD

Mr. Chairman and Ladies and Gentlemen of the Committee:

My name is Ken Taylor, and I am the Chief School Administrator of Sherman Indian High School in Riverside, California. My entire career as a Bureau employee has been at Sherman. I started in 1973 as a Teacher and a Coach. I have been the Athletic Director, Student Activities Director, Academic Department Head, Assistant Principal, and now the Chief School Administrator.

I am also a Haskell graduate when Haskell was a high school. In my time at Sherman, I have seen 14 Principal's and/or Assistant Principal's come and go. I tell you all of this to emphasize the fact that the need for more money to maintain these off-reservation boarding schools will always be there.

However, if the attitudes of the "Top Administration" in these schools don't change, the budget situation will remain the same. The old boys school way of thinking "what I say goes", is no longer appropriate if it ever was. The school leaders have to involve the total learning community of students, staff, parents, School Board, Union and tribal people. There has to be shared decision making from the bottom up. These schools have to be student oriented, not just on paper to look good, but it has to be reality.

The need for these off-reservation boarding schools is real. I know because I went to the tribes in California, Arizona and Nevada in 1992 before I accepted this position. Their response was "yes" we need schools like Sherman.

In closing, I want to say that I know the need for more money is there; however, I also know we need to be creative with our budget and as one old, wise administrator once said, " use common sense".

Thank you for this opportunity to express my views.

Senator Mark O. Hatfield
Senate Committee on Indian Affairs
June 10, 1994

Oversight Hearing on Off Reservation Boarding Schools

Mr. Chairman,

Sometimes, there is a thin line between enthusiastic learning and pessimistic despair. The off reservation boarding schools we are contemplating today represent the last hope for many of the at-risk youth who live there. Whether emotional young people strive to succeed or fall into the path of destruction can depend directly upon the quality of individual experiences with the teachers and counselors who hold the power to shape their lives.

The basic mission of these schools could not be more important--they have been entrusted with the 24 hour per day growth and development of young minds. While many of the challenges they face are outside of the classroom, we learned long ago that everything can affect the quality of education. Many of the problems in these schools are familiar: alcohol and drug abuse, parental neglect, emotional suffering, patterns of delinquency. As in any school system, without programs that meet their specific needs, at risk youth are not adequately educated and are destined to failure.

Reports analyzing these schools around the country raise many questions regarding their administration and funding. The amount spent per student at off reservation boarding schools varies from $10,000 to $15,000 per year. By comparison, the amount spent per child at private residential child caring institutions can range from $2000 to $5000 per month. Also by comparison, the Oregon Department of Correction estimates their per inmate cost in adult institutions at $18,470 per year, and $47,450 per year in youth institutions. Total opening enrollment at off reservation schools was over 2,600 students. But, closing enrollment was only slightly over 1500 students. Some of the schools have drop out rates near 50%.

What happens to the students who leave? Can we afford to do what it takes to keep them in school? The issues here are complex and the budgets are extremely tight. But, I believe that we can not afford to overlook a 50% dropout rate-- the social and economic costs are too high to ignore. Also, we must not forget that around 15% of the children in these schools are classified as Gifted and Talented students. How are the missions of the schools addressing their high potential for achievement?

It is my hope that this hearing today will shed light on some of these issues. We need to determine whether these institutions are organized adequately for their stated goals, whether they have the proper resources to meet their missions, or whether their missions should be reevaluated entirely.

It is encouraging to see the Administration recognize the need for change in this area. I look forward to hearing more about their ideas for establishing a "Therapeutic Community School Model" designed to address mental health needs more effectively while furthering academic goals. Finally, I would like to commend the Chairman for leading the committee to focus upon this most important issue today.

STATEMENT OF DR. JOHN TIPPECONNIC, DIRECTOR, OFFICE OF INDIAN EDUCATION PROGRAMS, DEPARTMENT OF THE INTERIOR, BUREAU OF INDIAN AFFAIRS, AT THE OVERSIGHT HEARING BEFORE THE COMMITTEE ON INDIAN AFFAIRS, UNITED STATES SENATE, ON "OFF-RESERVATION RESIDENTIAL BOARDING SCHOOLS".

June 10, 1994

Good morning Mr. Chairman and Members of the Committee. It is a pleasure to be here to discuss our mutual concerns regarding the Off-Reservation Residential Schools (ORRS).

The Bureau of Indian Affairs (BIA) currently funds seven off-reservation residential schools. Collectively, the schools service 229 Tribes. The schools are accredited by a regional and/or State accrediting agency in the States where they reside. Three schools are operated through grants to Tribes authorized by Congress in Public Law 100-297, Title V, Part B, The Tribally Controlled Schools Act of 1988. The remaining four are operated by the BIA.

For the 1994 school year, the seven schools had a combined enrollment of 2,623 students in grades 1 through 12, of which 1,319 were boys and 1,304 were girls. Of the total enrollment, 90 percent are in grades 7-12, 58 percent in the Intense Residential Guidance Program, 46 percent receive Chapter I services, and 13 percent are in the Gifted and Talented Program.

Despite the distance between the schools and their relative isolation from each other, their student populations are more similar to each other than to other BIA funded and public schools located on Indian reservations. The majority of ORRS students are considered "high risk". These students tend to have more significant mental health problems stemming from physical, sexual and emotional abuse, neglect and dysfunctional families which result in conduct disorders, depression, suicide attempts, grief, anger, addictions, racism, gang violence, etc. These students are inherently not bad kids, but far too many have had traumatic experiences profoundly affecting their physical and emotional development, how they see themselves, and how they think the world sees them.

Many of these students are shifted from local BIA funded or public day schools to On-Reservation Boarding Schools, Peripheral Dormitories, and then to ORRS when local resources are non-existent or exhausted. At each turn, children's needs become more acute. Many of their needs are more than even a residential school can be expected to provide. However, these schools are sorely needed. Closure is not an option if we are to serve these children who suffer due to the lack of local resources.

Our immediate concern is to determine how to improve the ORRS by restructuring and redefining their purpose, programs, organization, staffing and integration of services to meet the special needs of the students they serve. Due to the drastic shift in the student population profile over the past few years, these schools are facing many non-educational problems. Unfortunately, we have not kept pace with this change and now find ourselves in the same situation in which many public schools find themselves. How do we restructure our schools to meet student needs when students are suffering from the effects of alcohol addiction, substance abuse, parental neglect or abuse, and when Tribes and communities have extremely limited resources to provide prevention or intervention programs for juveniles?

Because of the similarity in student populations and the ~~peculiarity of~~ Special Nature of their social problems, we have begun to work with these schools collectively as a system, rather than as individual schools.

The Office of Indian Education Programs (OIEP) holds quarterly meetings of the Off-Reservation Boarding Schools on the various school campuses, providing an opportunity for the schools to share and exchange program information and to discuss student needs.

ORRS staffs met on the campus of the Hampton Institute, Richmond, Virginia in February, 1992 and formed the Consortium of Effective Indian Residential Schools (CERIS). This organization was first intended to address the needs of the ORRS, but then was expanded to include all BIA-funded residential programs. CERIS provides a meaningful opportunity to address the many pressing issues in the residential schools.

The Indian Health Service's (IHS) Social Services, Mental Health and Alcohol and

Substance Abuse programs have worked closely with several of the ORRS, providing technical assistance, training, and program support. We appreciate their efforts and will continue to work together in providing treatment and support services for students and training opportunities for staff.

The BIA encourages ORRS to participate in various systemwide education initiatives such as: school reform activities through the Effective Schools Program; specific training offered to academic and residential school staff to upgrade skills; training to achieve and maintain regional and or State accreditation; and onsite school evaluation team visits by professional educators to help improve school effectiveness.

The boarding schools have an Intense Residential Guidance Program designed for students needing special residential services due to truancy problems, expulsion from previous school, referrals by a psychologist or social worker, or court order.

The Drug Free School Program has been operating since 1987 in all BIA funded schools including all ORRS which received a total of $435,600 for alcohol and substance abuse prevention, intervention and training.

On April 1 & 2, 1993, OIEP held a meeting in Washington, D.C. to discuss two issues: (1) whether a therapeutic community school model is feasible and (2) whether a model can be developed for implementation by the ORRS. This first meeting included representatives of the ORRS, OIEP, IHS, and several professional groups. The group concluded that a therapeutic community school model is feasible and can be developed for implementation.

The Therapeutic Community School Model is basically a process. It provides a consistent approach and process to create a supportive atmosphere and a community of caring that will prepare staff to work with high risk students in a residential setting. The working mission statement and goals include academic, residential and mental health components, and nine correlates which identify issues that must be addressed in formulating and implementing the model.

The ORRS presently have an academic and residential program, but the mental health component is missing. The model requires a mental health staff that would supplement the academic and residential programs and provide training and program support to students and staff. By combining these components we can begin to create a place far different from what we have today. We believe it is critical to deal first with social and mental health needs in order to successfully meet academic needs. Basically, we have come to realize it is ineffective to focus on academic needs when students are distracted by personal or family concerns and mental health needs. Our new approach is meant to supplement existing services with mental health education, prevention, intervention and support services. This model expands, supports and restructures the residential and academic programs to better meet student needs.

Each school will be required to write a school improvement plan detailing how they will restructure to implement the Therapeutic Community School Model. A team of experts has continued to meet with the schools to develop a successful model.

In April 1994, we commissioned Dr. Rick St. Germaine, University of Wisconsin , Eau Claire, Wisconsin to write a review of the Off-Reservation Residential Schools. He reviewed past studies, current data and visited the schools. His final report entities "Off Reservation Boarding School Evaluation Summary Report With Recommendations" was well done. Taking his review into consideration, we make the following recommendations:

> Implement the Therapeutic Community School Model at ORRS.
>
> All staff at ORRS must comprehend and fully understand the Therapeutic Community School Model and become active change agents. Therefore, the selection and training of staff are critical.
>
> The schools must focus on team building and shared management which involves all stakeholders in the educational process and outcomes.
>
> Each school must define its purpose and limitations and then use the information so that students who cannot be adequately served will be referred elsewhere.
>
> Continue interdisciplinary teams to assist in the implementation of the Therapeutic Residential Community Model.

If the schools are to be successful, we must restructure and do something completely different from that which we are doing and that which we have done in the past. We welcome Congress' assistance in providing a more clearly defined partnership between BIA education, IHS, the tribes being served, and the Congress in developing a successful off-reservation school program.

This concludes my prepared statement. I will be happy to answer any questions the Committee may have.

ATTACHMENT 1

CHEMAWA INDIAN SCHOOL - MISSION STATEMENT

See one page attachment.

Chemawa Indian School (9-12)
Gerald J. Gray, Supervisor
3700 Chemawa Rd., NE
Salem, OR 97305-1199
Phone: 503 399-5721

Bureau Operated

Chain of Command --
OIEP, Line Officer,
Supervisor, Principal

Funds Received (Excluding Travel)
$ 5,284,284
$ 12,182 cost/student*

Enrollment

Spring '93	177
Fall '93/94	414
Spring '94	173

Boundaries

Portland Area, Billings Area, Juneau Area & Sacramento Area. Chemawa also accepts students from Minnesota, North/South Dakota, Nebraska, New Mexico, Arizona, Iowa, Wisconsin and Oklahoma as established via agreement with all Off-Reservation Boarding Schools, which allows students from outside the boundary area to enroll in schools that offer programs that meet specific student needs.

Staffing Patterns

School Supervisor

- Academic Department Head
  - Education Specialists
    - Counselor
    - Education Aides
    - Teachers
    - Education Aides
    - Coach
  - Education Technicians
  - Teachers
  - Substitute Teacher(s)
  - Librarian
  - Recreation Specialist
    - Recreation Assistants
    - PT Recreation Assistant
  - Registrar
  - Criminal Investigator
- Personnel Manager
- Business Manager
  - Business Technicians
  - Clerk/Staff Support
  - Cook Foreman
  - Student Enterprizes
  - Computer Training Inst.
- Home Living Specialist
  - Home Living Assistant
  - Dorm Managers
  - Supervisory Group Aide
  - HLA(s)
  - Clerk
- Supvry Social Worker
- Social Worker
- Secretary

(*) The cost per student includes basic ISEP, Special Education, Gifted and Talented, Intensive Residential Guidance, IDEA Special Education, Drug Free Schools, Title V Indian Education, Chapter I, BIA Substance Abuse, Law Enforcement, Facility Management, and Reimbursement funds.

MISSION STATEMENT

The mission of Chemawa Indian School is to provide a quality residential and educational community for Indian students, which are responsive to student's functioning at various levels of ability.

Chemawa Indian School seeks to:

1. Nurture the whole development of each child (academically, emotionally, intellectually, spiritually, and culturally);
2. Provide all students with equal access and opportunity for learning and achieving;
3. Assist in developing strong and responsible caring individuals who will become contributing members of their school, communities in which they live, their Tribes, Reservations, state and to society;
4. Provide a healthy nurturing environment where all students can learn, achieve, and continue as lilfe long learners;
5. Provide staff with opportunities to develop skills to enable them to effectively work with the students at Chemawa; and
6. Promote healthy lifestyles.

ATTACHMENT 2

FLANDREAU INDIAN SCHOOL - MISSION STATEMENT

See two page attachment.

Flandreau Indian School
Jack Belkham, Chief School
Administrator
1000 N. Crescent
Flandreau, SD 57028
Phone: 605 997-2724

Bureau Operated

Chain of Command --
OIEP, Line Officer,
Chief School Administrator,
Principal

Funds Received (Excluding Travel)
$ 7,578,752
$ 12,598 cost/student*

Enrollment

Spring '93	311
Fall '93/94	587
Spring '94	385

Boundaries

Aberdeen Area, Billings Area, Minneapolis Area and Eastern Area.

Staffing Patterns

Chief School Administrator
Assistant Principal

- Teacher Supervisors
  - Teachers/Sub.Teachers
  - Librarian
  - Education Aid
  - Education Technician
- Department Head, Home Economics
- Guidance Counselors
- Administration Officer
- Business Technician
- Student Services Director
  - Homeliving Office
  - Recreation Department
  - Solo Parent Program
  - Boys Dormitory
  - Girls Dormitory
  - Substance Abuse Program
- Secretary
- Supply Clerk

(*) The cost per student includes basic ISEP, Special Education, Gifted and Talented, Intensive Residential Guidance, IDEA Special Education, Drug Free Schools, Title V Indian Education, Chapter I, BIA Substance Abuse, Solo Parent, Facility Management, and Reimbursement funds.

Flandreau Indian School

"Statements of Purpose"

The Flandreau Indian School is dedicated to the education of Indian youth through the provision of educational experiences appropriate to their individual needs and through the provision of professionally competent personnel. An environment is provided where warm acceptance of the individual as a person of worth is foremost. In this context, provisions are made for academic achievement as a goal, human development as a way of life, and development of social skills as an experience for each student.

This boarding school as an educational institution is provided by our society as a means of propagating the fundamental concept of American Democracy and preparing Indian youth for successful participation in society. By the very nature of our belief in the worth and dignity of man, we in this comprehensive secondary school bear the responsibility for promoting maximum growth and development of the individual.

The Flandreau Indian School provides activities which will enable the student to experience growth and adjustment in relation to his social, educational, vocational, and personal responsibilities. The type of activities provided by the school are based on an understanding of the wide range of student needs and on the educational value and feasibility of such activities.

The Flandreau Indian School attempts to offer equal educational opportunities for all students enrolled by providing a varied curriculum for students with diverse backgrounds, interests, abilities, educational and vocational aspirations. Frequently special curriculum provisions and special student placements are made.

The staff promotes wholesome student inter-relationships and presents subject matter to the student in such a manner that the desire to learn will be stimulated. The staff is constantly alert to insure that our program provides for an understanding of the student and assists the student to grow in the ability to function and learn independently.

"Statements of Objectives"

1. To promote student development of skills in the fundamental areas of academic learning and to furnish a general education in these areas through certain required courses.

2. To promote health education and physical development of the student through various course offerings and through co-curricular activities.

3. To help the student gain a realistic assessment of himself for educational and vocational planning through cooperative student-teacher-counselor evaluations.

4. To maximize student growth by providing advanced study beyond the minimum basic courses.

5. To enable students to explore various areas of interest to participate in activities related to future educational and vocational opportunities.

6. To stimulate the educational, social, emotional, and vocational maturation of students through the provision of appropriate co-curricular activities.

EDUCATIONAL GOALS

1. To develop an awareness of the career and occupational world, and to prepare for the future.

2. To prepare students academically and vocationally and socially to assume a productive place in the home and communities.

3. To enhance and develop a positive self image and a sense of self worth.

4. To develop an attitude of tolerance and understanding of others.

5. To develop pride and responsibility in the school, city, state, and nation.

6. Acquire a sense of responsibility and respect of authority.

7. To reinforce students pride and self esteem in their Native American heritage and culture.

8. To develop a desire for continuous learning.

9. To develop skills for communicating ideas and feelings through the ability to read, write, speak and listen.

10. To develop the ability to set realistic goals for oneself and the ability to pursue and achieve the goal.

11. To promote personal hygiene and home living skills.

12. To identify educational needs and potential early and provide assistance in class planning.

13. To provide students the opportunity to become familiar with the technology of the times.

14. To provide a variety of academic programs.

15. In the hopes of retaining more students, make available a variety of academic related activities.

16. Encourage students to accept responsibilities for their actions:
    Damage
    Make up work

ATTACHMENT 3

PIERRE INDIAN LEARNING CENTER - MISSION STATEMENT

See one page attachment.

Pierre Indian Learning Center (1-8)
Darrell Jeanotte, Superintendent
HC 31, Box 148
Pierre, SD 57501
Phone: 605 224-8661

Grant School

Chain of Command --
School Board, Superintendent, Program Coordinator

Funds Received (Excluding Travel)
$ 2,802,225
$ 15,482 cost/student*

Enrollment

Spring '93	147
Fall '93/94	181
Spring '94	148

Boundaries

Aberdeen Area (South/North Dakota and Nebraska) and 10% of students outside these attendance boundaries at discretion of Chief School Administrator.

Staffing Patterns

Superintendent
Program Coordinator

Academic Department
- Classroom Teachers
- Music/Librarian
- Art Teacher
- Physical Educ/Health Teacher
- Secretary
- Computer Technician
- Teacher Aides
- Counselors
- Social Caseworker/Liason Person

Residential Component
- Administrative Assistant
- Wing Supervisors
- Night Attendents
- IRG Counselors
- IRG Wing Parents
- Dorm Parents
- Recreation Specialist
- Laundress

(*) The cost per student includes basic ISEP, Special Education, Gifted and Talented, Intensive Residential Guidance, IDEA Special Education, Drug Free Schools, Title V Indian Education, Chapter I, Counselor/Counselor training, and Facility Management funds.

MISSON STATEMENT

RESPECT YOURSELVES, OTHERS AND YOUR ENVIRONMENT.

GOALS

PIERRE INDIAN LEARNING CENTER STUDENTS WILL HAVE OPPORTUNITIES TO DEVELOP SELF ESTEEM BY BEING INVOLVED IN REALISTIC PROBLEM SOLVING SITUATIONS SO THAT EACH STUDENT WILL HAVE THE ABILITY TO SOLVE PROBLEMS.

PIERRE INDIAN LEARNING CENTER STUDENTS WILL PARTICIPATE IN MULTI TRIBAL CULTURAL EXPERIENCES SO THAT THEY CAN INCREASE THEIR CULTURAL AWARENESS AND ENHANCE THEIR PERSONAL SENSE OF IDENTITY.

PIERRE INDIAN LEARNING CENTER STUDENTS WILL BE GIVEN THE OPPORTUNITY TO ASSUME RESPONSIBILITY THROUGH STUDENT COUNCIL, EXTRA CURRICULAR ACTIVITIES AND SOCIALIZATION TO ENHANCE INDEPENDENCE SELF MOTIVATION AND LEADERSHIP.

PIERRE INDIAN LEARNING CENTER STUDENTS WILL BECOME INVOLVED IN A LIFE SKILLS CURRICULUM SO THAT THEY WILL BE ABLE TO SUCCEED IN THE VARIOUS ENVIRONMENTS THEY ENCOUNTER

PIERRE INDIAN LEARNING CENTER STUDENTS WILL PARTICIPATE IN A HOLISTIC CURRICULUM WHICH WILL BE DEVELOPED TO STIMULATE SELF DISCIPLINE, PROBLEM SOLVING CRITICAL THINKING SKILLS AND ACADEMIC EXCELLENCE SO THAT THEY CAN BECOME SUCCESSFUL

PIERRE INDIAN LEARNING CENTER STUDENTS WILL LEARNING CONSISTANCY BY EXPERIENCING IT IN ALL POLICIES AND PROGRAM AREAS SO THAT THEY CAN LEARN TO PLAN AND ORDER THEIR LIVES

ATTACHMENT 4

RIVERSIDE INDIAN SCHOOL - MISSION STATEMENT

See one page attachment

Riverside Indian School (2-12)
Milton Noel, Acting Superintendent
Route 1
Anadarko, OK 73005
Phone: 405 247-6673

Bureau Operated

Chain of Command --
OIEP, Line Officer,
Superintendent, Principal

Funds Received (Excluding Travel)

$ 4,824,352
$ 11,824 cost/student*

Enrollment

Spring '93	293
Fall '93/94	408
Spring '94	227

Boundaries

Secondary - Anadarko Area Muskogee Area, Oklahoma; Albuquerque Area, New Mexico. Elementary - all states across the United States.

Staffing Patterns

Superintendent
Principal

- Assistant Principal
  - Elementary Instruction
    - Teachers
    - Education Aide
  - Secondary Instruction
    - Teachers
    - Education Aides
    - Education Technician
    - Librarian
  - Chapter I
    - Teachers
    - Education Technician
  - Exceptional Education
    - Teacher Supervisor
    - Teachers
    - Home Living Assistant
    - Clerk-Typists
  - Gifted and Talented
  - Title V
- Secretary
- Administrative Officer
  - Purchasing Agent
  - Supply Clerk
  - Registrar
  - Education Technician
- Food Services
  - School Cafe Supvsr.
  - Cooks
  - Food Service Wrkr.
  - Clerk-Typist
- Pupil Personnel Services
  - Home Living Specialists
  - Home Living Assistants
  - Dormitory Managers
  - Counselors
  - Social Services Aides
  - Recreation Specialist
  - Recreation Assistants
  - Secretary

(*) The cost per student includes basic ISEP, Special Education, Gifted and Talented, Intensive Residential Guidance, IDEA Special Education, Drug Free Schools, Title V Indian Education, Chapter I, BIA Substance Abuse, Law Enforcement, Facility Management, and Reimbursement funds.

Mission Statement

The mission of Riverside Indian School is to create and maintain a safe, positive, learning environment and to ensure wholistic development of each student and staff member through cultural, social, spiritual, physical and academic experiences.

1993

ATTACHMENT 5

SHERMAN INDIAN HIGH SCHOOL - MISSION STATEMENT

See one page attachment.

Sherman Indian High School (9-12)
Ken Taylor, Chief School Admin.
9010 Magnolia Avenue
Riverside, CA 92503
Phone: 405 247-6673

Bureau Operated

Chain of Command --
OIEP, Line Officer,
Chief School Admin.,
Principal

Funds Received (Excluding Travel)
$ 6,512,394
$ 14,188 cost/student*

Enrollment

Spring '93	273
Fall '93/94	459
Spring '94	

Boundaries
Phoenix Area, Navajo Area, and Sacramento Area.

Staffing Patterns

Chief School Administrator
Secretary
Principal

Academic I
- Department Head
  - Teachers
  - Training Instructor
  - Education Technicians
- Homeliving Section
  - Supv. Student Services Spec.
  - Secretary
  - Counselors
  - Teacher
  - Education Technicians
  - Clerk-Typist
  - Dormitory Managers
    - Sociall Service Aides
    - Homeliving Assistant
  - Suprv. Social Serv. Assts.
    - Social Service Aides
    - Homeliving Assistant

Academic II
- Teacher Supervisor
  - Teachers
  - Education Technicians
- Student Services
  - Registrar
  - Secretary
  - Recreation Specialist
  - Counselor
  - Teacher
- Support Services
  - Business Manager
  - Business Technicians
  - School Banker
  - Bus Driver
- Academic-Media Services
  - Library Science Teacher
  - Business Technician
  - Education Technician

(*) The cost per student includes basic ISEP, Special Education, Gifted and Talented, Intensive Residential Guidance, IDEA Special Education, Drug Free Schools, Title V Indian Education, Chapter I, BIA Substance Abuse, Law Enforcement, Facility Management, and Reimbursement funds.

Through shared decision making
the students, staff, parents, and community of

SHERMAN INDIAN HIGH SCHOOL

will provide a safe, secure, and enriched educational environment
in which a balanced program will foster the
academic, social, cultural, and spiritual growth
of a diverse population of
Native Americans
in an off-reservation boarding school
for
post-secondary success.

ATTACHMENT 6

SEQUOYAH HIGH SCHOOL - MISSION STATEMENT

See one page attachment.

Sequoyah High School (9-12)
Delton Cox, Superintendent
P.O. Box 948
Tahlequah, OK 74465
Phone: 918 456-0631

Grant School

Chain of Command --
Tribe, Dir. of Education
Deputy Dir. of Education
Tribal Council Educ. Comm.
School Board, Exec. Dir. for Social Programs
Principal Chief of Cherokee Nation
Deputy Chief, Cherokee Nation
Superintendent
Principal

Funds Received (Excluding Travel)
$ 3,314,910
$ 11,161 cost/student*

Enrollment

Spring '93	247
Fall '93/94	297
Spring '94	253

Boundaries
Muskogee Area and Anadarko Area, Oklahoma; and Eastern Area.

Staffing Patterns

Superintendent
Principal

Assistant Principal
- Secretary
- Registrar
- Librarian
- Guidance Counselor
- ISS Coordinator
- Teachers
- Bus Driver

Pupil Personnel Serv. Dir.
- Secretary
- Mental Health Therapists
- Guidance Counselor
- Social Worker
- Therapeutic Rec. Spec.
  - Rec. Dept. Supervisor
  - Rec. Dept. Specialists
  - Dormitory Supervisors

(*) The cost per student includes basic ISEP, Special Education, Gifted and Talented, Intensive Residential Guidance, IDEA Special Education, Drug Free Schools, Title V Indian Education, Chapter I, Facility Management, Oklahoma Juvenile Justice Delinquency Prevention Program to Cherokee Nation Youth Services, and Cherokee Nation Tribal Council Supplemental Appropriation funds.

SEQUOYAH HIGH SCHOOL - MISSION STATEMENT

Sequoyah's mission is to enable students to meet challenges of their futures both academically and socially.

GOALS

1. To provide a stable, orderly, and controlled educational environment.
2. To provide an environment of pride that will enhance student's social relationships with others.
3. To provide an academic climate that is conducive to success and status gain.
4. To provide an opportunity for students to become total citizens.
5. To provide students with an opportunity to decide their appropriate careers.
6. To provide an educational setting for ethnic and cultural development.
7. To create an environment that will cultivate the students' personal self-discipline and decision making skills.

ATTACHMENT 7

WAHPETON INDIAN BOARDING SCHOOL - MISSION STATEMENT

See one page attachment.

Wahpeton Indian Boarding School
Robert Hall, Superintendent
832 8th Street North
Wahpeton, ND 58075
Phone: 701 642-3796

Grant School

Chain of Command --
School Board
Superintendent
Principal

Funds Received (Excluding Travel)
$ 3,625,651
$ 13,089*

Enrollment

Spring '93	109
Fall '93/94	277
Spring '94	136

Boundaries

Portland Area, Billings Area, Aberdeen Area, Minneapolis Area, and Eastern Area.

Staffing Patterns

Superintendent
Principal

- Education
  - Pupil Pers. Spec.
  - Teachers
  - Media Director
  - Academic Counselors
  - Education Technicians
  - Cultural Leader
  - Student Banker
  - Secretary
  - Clerk
- Office Staff
  - Special Projects Coord.
  - Office Manager
  - Business Manager
  - Accounts Payable Clerk
  - Accounts Receivable Clerk
- Counseling
  - Counselor Coordinator
  - Social Worker
  - Guidance Counselor
  - Counselor Technician
- Dormitory
  - Dormitory Supervisors
  - Residential Parent
- Kitchen
  - Cook Supervisor
  - Food Service Workers
  - Cooks
- Recreation
  - Recreation Supervisor
  - Recreation Aides

(*) The cost per student includes basic ISEP, Special Education, Gifted and Talented, Intensive Residential Guidance, IDEA Special Education, Drug Free Schools, Title V Indian Education, Chapter I, BIA Substance Abuse, and Facility Management funds.

WHAPETON INDIAN BOARDING SCHOOL - MISSION STATEMENT

The Therapeutic Residential School Program of the Wahpeton Indian School is based upon American Indian and Native Alaskan spiritual and cultural values and establishes a comprehensive, healthy, caring and safe residential and educational environment in which all needs of body, mind, and spirit are considered equally essential and important.

The program represents a substantial increase in human and financial resources, particularly as it responds to the unmet needs of the high risk residential students.

ATTACHMENT 8

extract from

OFF-RESERVATION BOARDING SCHOOL EVALUATION SUMMARY REPORT

WITH RECOMMENDATIONS

Submitted to the Bureau of Indian Affairs,
Office of Indian Education

by Rick St. Germaine, Ph.D.

April 11, 1994

RECOMMENDATIONS

BASED ON SUMMARY REPORT

1. To create better boarding schools, there must be a more careful selection of administrators.

a. Job descriptions must be redefined based upon school transformation models.

There is a new population of students whose experience and needs differ dramatically from students 20 years ago. There is new research and documentation regarding learning styles most effective with American Indian students -- learning styles which teachers are just beginning to practice and implement in Indian boarding schools. These changes cannot be made with old-school administrators. Off-reservation boarding schools need **change agents** to help them meet these challenges.

Our current educational systems are deteriorating because our schools are changing into high-risk institutions, but our administrative and instructional staffs are not keeping abreast of or ahead of the changes. Administration in all the many schools has become defined as crisis management. Administrators are often so busy putting out fires that they have little time to provide instructional leadership, management, and the vision needed to identify and promote changes that will enhance student learning. It is difficult for administrators to be pro-active when they feel they are under siege.

Many of our administrators, who were trained and competent to run old-style schools, are not trained or experienced in high risk institutions. To save our schools, the Bureau must seek out and employ administrators who already have a **track record of positive systems change**, as well as effective communication and management skills. These management skills must include the ability to foster teamwork, involving all educational stakeholders -- teachers, parents, students, community members, unions. They all need to have a voice in shared decision-making and shared governance. In some cases, this means providing the training necessary to enable those stakeholders to become effective decision-makers.

There is a need for administrators with an awareness and appreciation of **recent research into learning styles** most effective with Indian students and who are also able to successfully encourage adaptation of these learning strategies into curriculums and classrooms.

And, as the number of students designated as needing Intensive Residential Guidance increases in all of our schools (it makes up a very high percentage of most boarding school populations), the Bureau must hire administrators who are **skilled in working effectively with high-risk students.**

b. Because our administrators are chosen by hiring boards, the board members themselves must be trained to understand and appreciate the need for selecting administrators who can serve as change agents in order to equip our schools for increasing challenges as they enter the next century.

This training should be done by objective agents who are also allowed to serve in advisory capacities on the hiring committees.

c. There should be full competition for administrative posts and advertising for candidates must be more extensive, covering a wider geographic area in the search for qualified, certified personnel.

There is a pattern of transferring troubled school principals from a hot-spot to another site where they create similar problems. **The Bureau should end this practice of automatically transferring administrators in difficulty**. There should be full competition for administrative posts and, although Indian preference is important, the primary qualifications should be experience, proven effectiveness and a positive track record of Total Quality Management.

2. To create better boarding schools, there must be team building and shared management involving all stakeholders in the educational process and outcomes.

Ken Taylor, Superintendent of the Sherman Indian Boarding School in Riverside, California, says we have to break the mold and start over with a new system of thinking. The old educational paradigm which was top-down hierarchy, with stratified levels of decision-making and autocratic rule, did not allow for input from those affected by the decision. The old on-line authority contributes to employee class distinction and alienation.

Our schools need to adopt a new philosophy of **shared governance** necessary for overall planning and improvement. The schools need to provide training to develop **team building and team planning**. Principals need to actively promote and encourage total involvement of all stakeholders to take part in making those decisions that will directly impact them, with the administration providing needed information in a supportive, respectful, positive relationship.

Principals need to **empower the staff** to set departmental goals and to make basic decisions that effect their departments. Administration and department heads need to be held accountable for departmental goals as they are delegated power to make basic decisions that effect their departments.

In addition, administrators needs to reorganize communications systems between instructors and homeliving staffs and parents and administrators and the community/tribe/Nation. Schools need to install 1-800 telephone lines for input from parents where those lines are not already in place.

Where management and union relations are an issue, both groups must work to establish mutual trust. Team-building and shared governance will minimize union-management problems because teachers, as problem-solvers, will become part of the management.

Administrators must abandon practices which foster a siege mentality or result in low morale creating lowered expectations and lowered student success rates. More must be done to create an environment where all workers feel purposeful and where teachers feel free and empowered and are happy, motivated, and productive.

3. To create better boarding schools, schools must define their purpose and limitations and then use these to follow a practice of selective admissions.

We need to review the policy of "taking all students no matter what."

Currently, the boarding schools are being used as "a dumping ground" for high-risk kids, according to one official at the Santa Fe Indian Boarding School. Bob Jones, business manager of Flandreau Indian Boarding School, said "These are the high end of the high risk kids." Off-Reservation Boarding School students have significant mental health problems (i.e., physical, sexual and emotional abuse, neglect, conduct disorders, depression, suicide attempts, dysfunctional families, grief, anger, addictions, victimization, racism, and gang violence), according to Jones. As a direct result, the students' educational, social, and mental health development suffers.

Boarding schools admissions criteria need to be reviewed to **resolve the divergence between the revised school mission/goals/direction and student population and the divergence between the abilities of schools to service their students and the needs of the highest of high-risk students.**

Joe Abeyta, superintendent of the Santa Fe Indian Boarding School, says boarding schools do not have the funds or the resources to deal with the out-of-control kids -- kids who have been pushed out of public schools and who have become the pains of the tribal court systems. "Indian educators are telling a lie if we say we [alone] can deal with them," he says. "These kids need special treatment and focused help.... We as educators can't do it -- we're not equipped."

A former teacher at Wahpeton Indian Boarding School said, **"We've had troubled kids before, but now they're endangered."** Wahpeton reported that various indicators and assessment tools (student interviews, discussions with social workers, on-site observations, students records, visits with home school officials, administration of the Adolescent Drinking Index, etc.), led the counseling staff to conclude that "at least 95% of our student population either come from homes where someone significant abuses alcohol or drugs or they themselves are using and abusing drugs.

An official at another ORBS school indicated that, of 74 students total-sampled in a mental health assessment, 72 were found to be suicidal. At the same school, the tribal government moved its juvenile court facility onto the school grounds because it minimized the complications involved in transfering the many students between the campus and the court.

In a draft of his position paper "Off Reservation Education: An Alternative in Indian Education," Abeyta said: "... troubled teens ... manifest a myriad of behavioral and health problems. Normally such programs are staffed by mental health and other medical specialists. They are patient- or client- centered, usually intensive. They may involve an educational component, but normally their goal is to return the patient to a mainstream environment."

With limited specialized services, however, **we hurt the highest risk kids** instead of helping them. Abeyta said: "Because one of the principal objectives is to facilitate success, to build self-confidence and self-esteem, placing a dysfunctional person in a school setting in which he or she must compete with other individuals, fosters the negative behaviors and further deteriorates support including self-esteem and self-confidence, which are absolutely necessary for success."

"Moreover, the behavioral or coping skills of the dysfunctional person detracts from the other members of the group (school), drains the physical and psychic energies of teachers and staff and places the institution at risk," Abeyta said. "In our race to meet the needs of these students, we have lost sight of what we are, an educational institution. **We fail to serve the dysfunctional student, his or her family and community, the courts, as well** as the **other students and our entire institution."**

Ken Taylor, superintendent of Sherman Indian Boarding School in Riverside California, said that boarding schools should not have to take extremely troubled students, but they do so because of pressure to raise enrollments, because administrators don't think they have a choice in which students they enroll, and/or because the BIA, agencies, or tribes are pushing troubled students on them. One school reported that an "honor" student sent by a BIA official turned out to be a drug pusher whose grades were Ds and Fs.

Mark Wilkerson, acting principal of the Theodore Roosevelt Indian Boarding School, calls the situation "real frustrating." He says we must "recognize their [the high-risk students] uniqueness and admit it .... Why aren't they in their [illegible] schools?... Let's own up to it -- they've been thrown away. Let's recognize it, admit it and look at expanded approaches and expanded funding."

Schools should consider plans to **admit more heterogeneous student populations with highest risk IRG students being sent to alternative treatment centers.**

4. To create better boarding schools, all staff need to be provided with on-going opportunities for staff development and in-service training.

More money needs to be allocated for the training and development of all staff. Currently, U.S. corporations spend more than 9% of their annual budgets on training and development, while American schools spend less than 1%. With that kind of an expenditure, how can we expect to bring about the **systemic change** needed to meet the needs of today's students.

On-going development and training is essential to prepare staff to meet the unique academic, social, emotional, and health needs of residential students and to bring about the change needed to fully participate in shared management. Development should be based on a comprehensive needs assessment and staff requests.

Trainings **for residential and instructional staff** should include IRG behavioral management, discipline policies, crisis intervention, decision-making, and current research on instructional methods most effective with American Indian students. In addition to on-site training, selected staff members should be sent to observe successful models in their regions.

Administrative and instructional staff also need training in **authentic assessment** techniques, including experiential activities and group testing, which can be used as an alternative to criterion-related preference or standardized testing to measure unique cultural skills, native language and artistic abilities, survival skills and special strengths of American Indian communities.

In some schools, training also needs to be provided in curriculum development emphasizing process as well as content with scope and sequence delineated to appropriately address the school's set goals and to identify and build upon students' skills.

Staff development must provide opportunities and activities which serve to raise teachers' expectations of students and encourage teachers to create exciting learning opportunities with cultural context and relevance to their students' lives and future careers. **Writing activities** should be incorporated into the curriculum and every subject should offer students a chance to express themselves and validate their own backgrounds as a basis for learning.

High priority needs to be given school-wide to student morale as a reason for the high drop-out rate with changes made in school programming to increase retention.

5. To create better boarding schools, schools must upgrade the instructional and support facilities.

The schools need additional **resources for repairs** and upgrading of their physical plants. At one campus visited, huge chunks of the wall were gone and pieces of the 1920s tin ceilings had fallen to reveal leaking, corroded water pipes up above. Instructional areas must be made **safe and functional.** For instance, how can a chemistry lab function without running water and working gas burners?

School environments must be modified to minimize time off-task and lack of security. Administrators need to develop **long-term plans for facilities** improvement and management.

6. To create better boarding schools, dormitory facilities and personnel must be upgraded and improved.

Surroundings need to be **more homelike** (with wall decorations, upholstered chairs, rugs and carpets, etc.), rather than sterile environments. There needs to be some connection with the students' native culture(s). This can be done through the use of decorations, cultural artifacts, and donated items from the community.

Study areas should be established in the dormitories, separate from the television room, with adequate resources.

Where school dormitories are understaffed, **adequate staff** must be hired. All dormitory staff should be skilled and have sufficient knowledge of student educational, social and emotional needs. Staff must like and be **actively involved** with the students, and be able to motivate them.

Written **policies and procedures** should be in place, including procedures for handling emergencies. **Adequate counseling services** must be offered and should be closely coordinated with the academic counseling services. Schools must ensure the safety and security of all students, instituting **positive behavioral management** techniques, including student rewards through an honor system and honor dorms with increased privileges.

Wherever possible and whenever new housing is built, **small units or cottages** should be created to provide safe alternative nurturing home environments with reduced student/staff ratios. The staff should serve as surrogate parents, living with students in these units/cottages. Whenever possible, students of different ages should be grouped, be assigned family-type responsibilities, and be encouraged to care for one another.

7. To create better boarding schools, student activities must be revamped to assure active and positive use of leisure time, to keep television from dominating the lives of the students and to give students alternatives to leaving campus.

Student **recreation programs** should be developed separate from athletic programs with a wide variety of planned, **organized activities**, including those involving tribal members and incorporating the students' **native culture**(s). A variety of **equipment** should be available for leisure-time activities.

Homeliving programs should be developed to increase students' **family life interaction and parenting skills,** with boys as well as girls encouraged to participate in the parenting classes.

Schools need to build in **evening study hours** to extend learning time. This will require extended access to library facilities and increased resource materials in the residential dormitories. Dormitory programming should be coordinated with academic programming.

8. To create better boarding schools, adequate resources must be made available and the most efficient use must be made of those resources.

Adequate government monies must be made available to meet the **increased needs** of today's students. Even with the highest of the high risk students sent to alternate facilities, boarding schools still need to supply crisis intervention and therapeutic services to their students. In one state, therapeutic treatment centers currently **spend $6,000** a month per child, while off-reservation boarding schools spend $6,000 a year (see attachment).

Administrators need to define key school needs with input from all stakeholders and then develop **detailed plans** to meet those needs on a timely basis. Administrators then must **pursue all available sources of funding**, including other agencies (state, county, federal) and tribes/Nations to provide for students' needs, using tribal fundraising expertise whenever possible in research and writing.

9. To create better boarding schools, administrators must stimulate the informed involvement of the School Board.

School board composition must assure **representation of all students**, including those from distant tribes. Board members must be **trained in the benefits of systems change**, in order to meet the needs of today's students and the challenges facing today's educators.

1994 Rates for Residential Child Caring Institutions

Therapeutic child caring institutions in Wisconsin have established the following 1994 rates for their services.

Child Caring Institutions	Monthly	Daily
A Better Way	$3,917	$124.76
Carmelite Home, Inc	4,045	132.99
Chileda Habilitation Institute	5,461	179.54
*Eau Claire Academy	N/A	163.73
Family and Children's Center	N/A	130.00
Homme Youth and Family Programs	4,647	152.77
Lad Lake	4,595	151.07
*Martin Center, Inc	3,595	118.19
Martin Luther Centers	4,647	152.77
New Horizon Center, Inc	3,904	128.35
Norris Adolescent Center	4,183	137.52
Northwest Passage	4,045	132.99
Oconomowoc Developmental Training Ct	5,364	176.35
Our Lady of Charity Center, Inc (Family Programs)	4,692	154.26
Parsons House	NA	101.65
Rawhide, Inc	4,288	140.95
Rawhide, Inc. - Catch	1,429	46.98
Rawhide, Inc. - Catch Plus	2,144	70.49
Rosalie Manor	4,098	134.73
St. Aemilian - Lakeside	4,270	140.38
St. Charles, Inc		
Continuum of Care - Boys	3,159	103.85
Continuum of Care - Girls	3,200	105.19
Youth Development Center	3,749	123.27
St. Coletta School (8/1/93 - 7/31/94)	3,295	108.33
St. Rose Residence, Inc. - Main Unit	4,395	144.50
Sunburst Youth Homes, Inc		
Regular Program	N/A	156.22
Sexual Offenders Program	N/A	[illegible]
Taylor Home, Inc	3,040	99.94
Tellurian Community, Inc. - APOGEE	4,709	154.83
Tomorrow's Children	4,228	139.00
Transitus House	N/A	49.61
Turning Point (Milwaukee)	3,527	115.96
*Willowglen Academy, Inc		
Central Annex and Main Unit	4,573	150.35
Central, East, North and Oklahoma	4,413	[illegible]
*Wyalusing Academy	N/A	[illegible]

*Denotes proprietary status

The above information was provided by the State of Wisconsin Department of Health and Social Services/Division of Community Services

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Oconomowoc Developmental Training Center	5,364	176.35
Our Lady of Charity Center, Inc (Family Programs)	4,692	154.26
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Rawhide, Inc	4,288	140.99
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Rawhide, Inc. - Catch Plus	2,144	70.49
Rosalie Manor	4,098	134.73
St. Aemilian - Lakeside	4,270	140.38
St. Charles, Inc.		
Continuum of Care - Boys	3,159	103.85
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St. Rose Residence, Inc. - Main Unit	4,395	144.50
Sunburst Youth Homes, Inc		
Regular Program	NA	156.23
Sexual Offenders Program	NA	167.07
Taylor Home, Inc.	3,040	99.95
Tellurian Community, Inc. - APOGEE	4,709	154.83
Tomorrow's Children	4,228	139.00
Transitus House	NA	49.61
Turning Point (Milwaukee)	3,527	115.96
*Willowglen Academy, Inc		
Central Annex and Main Unit	4,573	150.36
Central, East, North and Oklahoma Annex	4,413	145.10
*Wyalusing Academy	NA	137.85

*Denotes proprietary status

The above information was provided by the State of Wisconsin Department of Health and Social Services/Division of Community Services.

UNITED STATES GOVERNMENT
# memorandum

DATE Mar. 8, 1994

REPLY TO ATTN OF Eugene Reddemann, Personnel Manager-III

SUBJECT YOUR REQUEST TO CONTACT STATE CORRECTIONS DEPARTMENTS

TO Gerald J. Gray, School Supervisor

You asked me to contact State Corrections Departments to seek per inmate or resident operating cost information on an annual basis. The following was obtained by phone:

STATE OF OREGON:

State Adult Institutions	$50.06/day	$18,469/year
State Youth Institutions	$130/day	$47,450/year
State Youth Camps	$70-80/day	$25,550-29,200/year

STATE OF CALIFORNIA:

State Adult Institutions	$56.23/day	$20,525/year
State Youth Institutions (Camps & Institutions)	$86.30/day	$31,500/year

I hope this information is useful for your inquiry.

cc: Miguel Reyes, Business Manager

ADDITIONAL INFORMATION OBTAINED SINCE MAR. 8, 1994(Mar. 11, 1994)

OKLA:

State Adult Institutions	$32.83(minimum)/day	$11,983/year
	32.27(medium)/day	11,779/year
	42.45(maximum)/day	15,494
State Youth Institutions		

NORTH DAKOTA:

State Adult Institutions	$51/day	$18,615/year
State Youth Institution (N.D. Industrial School)	$117.28/day	$42,807/year

SOUTH DAKOTA:

State Adult Institutions	$34.87/day	$12,728/year
State Youth Institutions	65.86/day	24,039/year

McLaren School for Boys Enrollment 250

$46,000 per student for a 24-hour Program
$7,000 per student for the Education/Academic Program

ATTACHMENT

OFF RESERVATION BOARDING SCHOOLS
Bureau of Indian Affairs Manual, 62 BIAM 3.1C(3)

Education Criteria

1. Those for whom a public or Federal day school is not available. A school is considered available if it is not severely overcrowded, offers instruction at an appropriate grade level and is located, or served by a bus route, within walking distance of the student's home. Walking distance to a school or bus stop is defined as one mile for elementary pupils and 1-1/2 miles for high school, unless unusual circumstances of student health, terrain, or weather prevail.

2. Those who need special vocational or preparatory training, not available to them locally, to prepare them for gainful employment.

3. Those for whom the available school makes no adequate provision to meet the educational requirements of students with academic deficiency, linguistic or cultural differences, or other specialized needs of individual students.

Social Criteria

1. Family environment. Those who are rejected or neglected for whom no suitable plan can be made.

2. Those who do not receive adequate supervision due to parental limitations.

3. Those whose family has behavioral problems which imperil the well being of the student.

4. Those who may have siblings or other close relatives enrolled in the boarding school and who would be adversely affected by separation.

5. Those whose behavioral problems are too difficult for solution by their families, or through existing community resources, and who can benefit from the environment of a boarding school without harming other children.

6. Those whose health or proper care is jeopardized by the illness of other members of the household and for whom no more suitable arrangements can be made.

United States Department of the Interior

BUREAU OF INDIAN AFFAIRS
Washington, D.C. 20240

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IN REPLY REFER TO:
Indian Education
OIE-21

OCT 6 1994

Honorable Daniel K. Inouye
Chairman, Committee on
  Indian Affairs
United State Senate
Washington, D.C. 20510-6450

Dear Mr. Chairman:

This is in response to questions submitted to the Office of Indian Education Programs following the oversight hearing on "Off-Reservation Residential Boarding Schools", held on June 10, 1994.

We are responding to the questions in the order presented to us. The questions and answers are as follow:

1. **What are the recommendations made by Dr. Rick St. Germaine and what action does the Bureau of Indian Affairs (BIA) plan to take in response to each recommendation? When will such actions be taken?**

   ○ Dr. St. Germaine made the following recommendations to create better boarding schools:

      1. There must be a more careful selection of administrators.
      2. There must be team building and shared management involving all stakeholders in the educational process and outcomes.
      3. Schools must define their purpose and limitations and then use these to follow a practice of selective admissions.
      4. All staff need to be provided with on-going opportunities for staff development and in-service training.
      5. Schools must upgrade the instructional and support facilities.
      6. Dormitory schools, dormitory facilities and personnel must be upgraded and improved.

7. Student activities must be revamped to assure active and positive use of leisure time, to keep television from dominating the lives of the students and to give students alternatives to leaving campus.

8. Adequate resources must be made available and the most efficient use must be made of those resources.

9. Administrators must stimulate the informed involvement of the School Board.

- Copies of Dr. St. Germaine's report will be shared with the school boards and administrators of the seven off-reservation residential schools.

- Dr. St. Germaine's report will be reviewed and discussed at the October meeting of the Consortium of Effective Residential Indian Schools (CERIS).

- Each of the seven school boards will be requested to respond to the report and recommendations.

- Follow-up activities with the residential schools will be done on a school-by-school basis.

2. **Is the BIA considering a redefinition of missions for the boarding schools or any changes to admissions policies? If so, when will such changes take place?**

   - The BIA is not considering a redefinition of the mission for the residential schools. They will continue to serve the high risk students they have been serving over the past decades.

   - The BIA is considering the implementation of a therapeutic model that incorporates a mental health component with the academic and residential programs.

3. **Absent additional funding, what steps can be taken to move toward the Therapeutic School Model?**

   - The BIA, Indian Health Service, and the private sector have worked closely with the off-reservation residential schools in developing a written draft describing the therapeutic community school model.

   - The draft description will be discussed at the October CERIS meeting. All residential schools will be encouraged to begin to do what they can to implement the therapeutic model.

- An amendment to the School Improvement Act has been introduced that will allow the BIA to identify two off-reservation residential schools to be designated as demonstration schools for the implementation of the therapeutic model. Wahpeton Indian School, an elementary residential school, and Chemawa Indian School, a secondary residential school, have been selected as the demonstration schools. The two demonstration schools will be closely monitored in order to track the development and implementation of the therapeutic model.

- On-site training services for residential staff are being developed that will be offered to the residential schools.

4. **Is an Agency Education officer responsible for overseeing the implementation of an action plan by boarding schools following each evaluation?**

    - The Education Line Officers who have off-reservation residential schools located within their area of supervision have oversight responsibility of the schools implementation of an action plan.

Is the Office of Indian Education Programs satisfied with the implementation by boarding schools of recommendations made by its evaluation teams?

- The BIA has been satisfied with the efforts of the schools to implement evaluation team recommendations within budget constraints and availability of resources. We have not been satisfied with the ability to provide the special type of technical assistance or personnel to the schools.

5. **Is legislation on the subject of off-reservation boarding schools being considered by the BIA?**

    - Not at this time.

6. **Are any other steps being taken by the BIA to help ensure that the boarding schools become effective components of the BIA's educational program?**

    - The Office of Indian Education Programs has begun meeting with the BIA's Area Social Workers to discuss closer coordination with the residential schools, families of students and the coordination of social summaries for all of the residential schools.

    - Closer coordination of training services offered by Indian Health Services to the residential schools.

-4-

- Some off-reservation residential schools are involved with the effective school model for their academic program. As indicated previously, we are working on a therapeutic model for the off-reservation residential schools.

Thank you for providing the opportunity to appear before the Committee on Indian Affairs on June 10, 1994. This provided an opportunity to explore various options regarding the situation the off-reservation residential school find themselves. If you have any further questions, please do not hesitate to contact this office.

Sincerely,

John W. Tippeconnic

Director, Office of Indian
Education Programs

DEPARTMENT OF HEALTH & HUMAN SERVICES

Washington, D.C. 20201

TESTIMONY OF SCOTT H. NELSON, M.D., CHIEF
MENTAL HEALTH/SOCIAL SERVICES PROGRAMS BRANCH
INDIAN HEALTH SERVICE

ON MENTAL HEALTH SERVICES IN OFF-RESERVATION BOARDING SCHOOLS

TO THE

SENATE COMMITTEE ON INDIAN AFFAIRS

JUNE 10, 1994

My name is Dr. Scott Nelson. I am a psychiatrist and Chief of the Mental Health/Social Services Programs Branch of the Indian Health Service (IHS). I am pleased to be here today to present IHS's testimony regarding the substance abuse and mental health-related services of off-reservation boarding schools funded by the Bureau of Indian Affairs (BIA).

Historically, the role of Indian boarding schools was not only to provide education to American Indians, but also to forcibly "socialize" Indian children into the dominant cultural models. While this philosophy is no longer endorsed, numerous reports have addressed problems in boarding schools (the Meriam Report of 1928; Special Subcommittee on Indian Education Congressional Report, 1969), stating that they do not serve children well educationally or socially.

More and more Indian children and adolescents with multiple needs and problems, particularly behavioral health problems, make up the student populations of boarding schools. Many Indian children now receive education either in public schools or tribal/BIA day schools. Off-reservation boarding schools, in particular, are used more for placement of Indian children and adolescents who are experiencing difficulties in their respective communities.

In two off-reservation boarding schools, the Indian Health Service--directly or through contract--provides on-site mental health, social services, and substance abuse treatment. The IHS's Mental Health/Social Services Program also has provided in-service training and consultation about programs to a number of off-reservation boarding schools. Training has been directed toward dormitory, residential, and counseling staff and has focused on increasing their knowledge about developmental issues, mental health issues, child abuse, aggressive and violent behavior, depression and suicide, and building the skills of staff in child behavioral management. Consultations about programs have included working with individual principals and department heads to assist them with mental health and substance abuse resource development, refocusing local and regional resources more appropriately to create a multidisciplinary approach to children and youth-related behavioral health issues, and networking with other programs including regional Indian adolescent substance abuse treatment centers and Federal and tribal behavioral health programs. We have also been involved with the initial screening and year end evaluation of the Chemawa Boarding School Special Mental Health Project. Our program and the IHS's Alcohol and Substance Abuse Program, as well as the Office of Indian Education Program staff, have been part of the CERIS (Consortium of Effective Residential Indian Schools) planning group, which has been developing the therapeutic community school model for off-reservation boarding schools.

In general, children and adolescents in off-reservation boarding schools require highly individualized treatment programs to adequately address their emotional and behavioral problems. For these reasons, IHS makes the following recommendations to meet the specialized needs of the children and adolescents presently in these schools:

1. Adequate on-site health and mental health services for each off-reservation boarding school are needed. Presently, off-reservation boarding schools must compete with the existing service population for services at already overtaxed and distant IHS, tribal, and other health care facilities. More specifically, the mental health and substance abuse treatment needs of children in off-reservation boarding schools are not being met adequately, and in most schools not at all. The Indian Health Service presently has not allocated its resources to meet the mental health, social service, and substance abuse needs of the boarding school student population. The President's FY 1995 Budget includes a special investment of $10.4 million specifically to address substance abuse problems. Other health services provided by the IHS face similar needs, making the shifting of resources from other areas difficult.

2. A health and behavioral health assessment of present and potential students should be developed and implemented to determine their behavioral health needs.

3. The off-reservation boarding schools should be adequately staffed to provide an appropriate ratio of caretakers to children. The IHS supports the development and implementation of the therapeutic treatment model for high-risk adolescents in each off-reservation boarding school. Such a model is being considered by the BIA and should include adequate staffing (e.g., at least one staff member to fifteen students, highly qualified staff, and appropriate facilities).

4. Background checks for staff working with children, residential staff, academic and behavioral health professionals need to be conducted consistently and thoroughly.

5. Staff employed by off-reservation boarding schools should have adequate knowledge of child development, behavioral management of children, and management of violent adolescents. Residential, academic, and behavioral health staff should work together as a multidisciplinary team to implement individualized treatment plans. Where there are sufficient numbers of staff--either through direct hiring or contract--the BIA and the IHS need to work together to provide the necessary technical assistance to develop viable teams of behavioral health professionals as well as residential and academic staff in each off-reservation boarding school. We believe that the frequent incidents on campus involving violence, date rape, sexual abuse, and substance abuse use will be addressed more effectively by adequately staffing the schools with qualified behavioral health professionals, security personnel, and a residential staff who receive regular technical assistance on addressing violent behaviors among children and adolescents.

6. The BIA, the IHS, and the tribes must work together so that families are consistently included in the educational development of their children.

7. In schools where detoxification services are not available, such services should be provided on-site or locally with medical support.

8. The policy of expelling students with substance abuse problems and other behavioral problems needs to be re-evaluated. Off-reservation boarding schools need to develop the capacity to assist these students more effectively. Students who successfully complete substance abuse treatment programs should be readmitted to the schools with appropriate services for after care.

9. There is great need for more resources for child, adolescent, and family-oriented mental health, social services, and substance abuse prevention and treatment on and near reservations to enable more children to stay in the community for schooling. Efforts should be augmented to develop local day school programs and to increase the availability of family-based behavioral health services so that children can stay with their families and receive adequate health and behavioral health services at home. The BIA has demonstration projects to provide family and child education in local communities, such as the FACE (Family and Child Education) Programs.

In collaboration with the tribes, the IHS and the BIA need to develop a system of education and complete care with the goal of allowing every child to remain with his/her family in the Indian community. This system of care should include a range of services from home-based family support services, specialized foster and group homes, and local residential treatment facilities with small staff to child ratios.

Mr. Chairman, this completes my formal testimony. I would be happy to answer whatever questions you may have.

Testimony of Gerald J. Gray
Superintendent, Chemawa Indian School
Salem, Oregon
and
President of the Consortium for
Effective Residential Indian Schools

to the

Senate Committee on Indian Affairs
June 10, 1994

Good Morning Honorable Senators. My name is Gerald J. Gray. I am the Superintendent of Chemawa Indian School, an Off-Reservation Boarding School, operated by the Bureau of Indian Affairs, located in Salem, Oregon. I have been the School Superintendent at Chemawa Indian School for the past twelve (12) years.

I would also like to mention that I am also the President of the Consortium for Effective Residential Indian Schools. This organization was created in February 1992 by Off-Reservation Boarding School Administrators and School Board members to advocate for, and to diligently work, as a unified group, to assist one another to improve the operations and services our schools provide to Indian children of this Nation. (Refer to Attachment #1 - Mission Statement and Goals - Consortium for Effective Residential Indian Schools.)

I wish to address the Committee, from both the position I hold at Chemawa Indian School, and from the position I have been elected to by my peers and by the School Board members from all of the off-Reservation Boarding Schools, as President of the Consortium for Effective Residential Indian Schools.

There is no time to waste! The Mission of the Off-Reservation Boarding Schools' needs to be changed immediately!

Numerous studies (refer to Attachment #2 List of Off-Reservation Boarding School Studies - copy of studies also attached) over the last twenty-five (25) years have clearly and very adequately documented the fact that the **"OFF RESERVATION BOARDING SCHOOLS ARE NOT RESPONDING TO THE MANY SPECIAL NEEDS OF THE STUDENTS-PRESUMABLY THE NEEDS FOR WHICH THEY ARE SENT TO THE SCHOOL." (P. 254)**[1]

Chemawa Indian School, just like all of the other off-reservation boarding schools, and I dare to say all of the boarding schools within the Bureau funding system, is expected to provide a regular academic school education program to an extremely HIGH AT-RISK student population who possess a great many diverse special and unique needs. The overwhelming number of our children come from extremely dysfunctional families and a great number are currently experiencing or have recently experienced physical, mental and sexual abuse; low self-esteem; depression; suicide ideation gestures/attempts; grief; anger; drug/alcohol addiction; violence; unemployment; poverty; gang warfare; hunger and nutrition deficiency; tobacco addiction and abuse; high family and/or personal mobility; lack of basic educational skills; pregnancy; eating disorders and obesity; lack of hygiene and general health care; traumatic head injuries; sexual intercourse; lack of family support and communication lack of interpersonal relationships and problem solving/decision making skills; lack of self-discipline; lack of impulse control; lack of person/cultural identify; lack of knowledge/ability to spend leisure time wisely/constructively; need for immediate gratification; mental health/emotional/social problems; lack of home based social/support services; and parental/family/guardian neglect and/or abandonment.

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[1] Compendium of Federal Boarding School Evaluations Report, November 1969, Committee on Labor and Public Welfare of the United States Senate. (P. 254)

The current 1993-94 school term, we have forty-three (43) students that we have information on that show they are on probation from the juvenile court system, and have an additional sixty-two (62) students who have indicated on their student application that they have been arrested at some time. The law violations they have been arrested for include disorderly conduct, minor in possession, minor consuming, curfew violations, intoxication, ungovernable, shoplifting, runaway, possession of stolen property, violation of juvenile court probation, harassment, assault, burglary, parent abuse, eluding an officer, criminal complicity, sexual abuse, making a false bomb report and driving under the influence. In addition to this, the scope of alcohol and drug abuse among entering students is monumental. Studies at Chemawa have repeatedly shown that 80% of our students have a history of current or recent alcohol or substance abuse, and that over 80% come from a home where ne or both parents are identified as having a drinking problem. At least 80% of our students are "children of alcoholics" (COA) and we project a minimum of 40% of the students are chemically dependent. The majority of those students come to Chemawa already chemically dependent. In other words, chemically use is already well established at home. Many students have reported that they started chemical use by ages 3, 4, 5 and up. The evidence that we have on the substance abuse use by other students indicates that the vast majority are using at the abuse level. What remains are very few students at the experimental or misuse levels of chemical use.

The overwhelming number of our students are social referrals and are admitted to our off-reservation boarding school's under the list of social criteria for admission.

"Students are sent to off-reservation boarding schools on the basis of criteria established and published by the Bureau of Indian Affairs. Children who meet one or more of the criteria listed below may be admitted to Federal Boarding Schools.

In his/her family environment, the student:

- Was rejected or neglected.
- Well-being was imperiled due to family behavioral problems.
- Has behavioral problems too difficult for solution by family or local resources.
- Has siblings or other close relative enrolled who would be adversely affected by separation;

and the remainder of the students are admitted to our off-reservation boarding schools under the following list of Education Criteria (factors) for admission:

Federal/public schools near the student's home:

- Are severely overcrowded.
- Do not offer students grade.
- Exceed 1-1/2 mile waling distance to school or bus.
- Do not offer special vocational/preparatory training necessary for gainful employment.
- Do not offer adequate provisions to meet academic deficiencies or linguistic cultural differences.

- The undesirable results of these criteria being applied in the local communities is a heavily weighted proportion of students who are assigned, usually by a community social worker, for social reasons. The distressing fact, repeatedly emphasized in the evaluations, is that the desperately needed special services required by the students with social problems are virtually nonexistent. The schools, in other words, are not responding to the many special needs of the students-presumably the needs for which they are sent to the school" (P. 254)[2]

In their report, **Dropout Epidemic at an Indian Boarding School**, Dr. Jerrold Levy and Dr. James H. Shore stated:

> "Referral of a Northwest Indian student to boarding school is often made on the basis of disorganizing social or interpersonal factors. It is important to emphasize the diversity of the student body in this and other Indian boarding schools. Indian students are referred from different tribes in different regions of the country. In some cases, Indian boarding school is the student's court of last appeal, following dropout from a local public school, involvement with the juvenile court or an unstable home environment." (P.2)[3]

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[2] Ibid.

[3] Dropout Epidemic at an Indian Boarding School, Dr. James H. Shore and Dr. Jerrold Levy, 1974.

In a study conducted at Chemawa Indian School, Lawrence M. Shadbolt, Jr., stated:

> "The general picture that emerges from a review of available data is of an extremely diverse population (in off-reservation boarding schools) whose academic and social behavior reflect the admission criteria of the school." (P. 27) [4]

Very recently, a number of our off-reservation boarding schools have been crying out for help! In an **October 4, 1991 report to Dr. Eddie Brown, Assistant Secretary, Indian Affairs, and to Dr. Everett Rhodes, Director, Indian Health Service**, Dr. Carl Cooley, Portland Area Education Program Psychologist wrote:

> "This report is being sent directly to you because of the significant nature of the epidemic problems of Native American Youth attending off-reservation boarding schools (ORBS) from all reservations. These problems are not the result of attendance at ORBS. They are the result of many issues not being responded to appropriately by agencies at the student's reservation and in their homes." Further, the issues of service provision and solutions are not within the domain of one agency, division or program. All areas of service must be impacted for appropriate service provision. This includes services being provided by the Bureau of Indian Affairs (BIA) and Indian Health Service (IHS) at off-reservation boarding schools.
>
> . . .It is clear that the issues identified from the data is a true definition of student population needs at Chemawa and in the BIA's boarding school system. The preliminary findings indicate increasing dysfunction in all areas investigated and that services from both agencies are not being appropriately provided. The majority of students screened (approximately 95%) are reporting critical medical, social, mental and educational needs that have not and are not being met.
>
> The data from the mental health screening collaborates other valid studies completed on this population in the past ten (10) years. All studies clearly indicate the needs of the students extend far beyond the boundaries of any program or reservation and are becoming more severe. The lack of these appropriate services from all programs, provided directly by the IHS or BIA, or contracted, whether they be medical, social and mental health, educational, or law enforcement, border on criminal neglect. It is also true that Chemawa and other Off-Reservation boarding schools and IHS clinics are receiving students that they cannot possibly serve with existing funding

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[4] A Report for Chemawa Indian School - "A Mental Health Promotion Program", Lawrence M. Shadbolt, Jr., November 30, 1987. (P. 27)

> and staff." (Refer to Attachment #3 - Report on Mental health Needs Of Native Americans in off-Reservation Boarding Schools and Home Environments, from Dr. Carl Cooley to Dr. Eddie Brown, Assistant Secretary, Indian Affairs and Dr. Everett Rhodes, Director, Indian Health, October 4, 1991).

In his **May 1993 correspondence to Congressional Representative and Tribal Leaders**, Mr. Darrell F. Jeanotte, Superintendent, Pierre Indian Learning Center, wrote:

> "There is a desperate need for Regional Long-Term Mental Health Treatment Centers for severely emotionally disturbed Indian youth. Indian tribes, the Bureau of Indian Affairs, Indian Health Service, and the Tribal Court systems throughout the country, must get together and start addressing the serious emotional/behavioral problems plaguing so many of the young Indian children today.
>
> As the superintendent of an off-reservation boarding school in South Dakota for the past four years, I have seen significant changes in the type of students that are sent to us each year. Usually these are the students with severe emotional and behavioral problems that the tribal schools, BIA schools, and public schools on the reservations cannot or will not tolerate. This has to reflect upon all the negative changes which is taking place in the home environments and communities."
>
> ". . .It is not unusual for the boarding school to get referrals from social service agencies or tribal courts to take children who have just been released from jail or from an acute brief psychiatric hospital. In addition, Dr. Reaney says that there has been a concomitant increase in children who have very tragic social histories and inadequate family support. . ."
>
> Most BIA, tribal and public schools on reservations view boarding schools as dumping grounds for unmanageable students with severe emotional and behavioral problems. Also, the boarding school is frequently seen by social services, law enforcement, and the courts as being a resource for children who previously would have been treated in a residential treatment facility or in a juvenile correctional facility. These have never been roles for a boarding school, and boarding schools are not in a position to treat seriously emotionally disturbed children on a long-term basis or to act as a correctional facility. What usually happens is the boarding schools end up being a temporary "holding tank" to temporarily contain behaviors for these troubled youth until they go back to their home communities over the summer. They do not provide a long-term solution to these children's problems." (Refer to Attachment #4 - Letter to Congressional Representatives and Tribal Leaders, from Mr. Darrell F.

> Jeanotte, Superintendent, Pierre Indian Learning Center, May 1993.)"'

Wahpeton Indian School, Wahpeton, North Dakota, is another off-reservation boarding school that has very recently been crying out for help. In her **April 25, 1994 memorandum of North Dakota Attorney General Heidi Heitkamp, Regarding the Wahpeton Indian School**, wrote:

> "There appears to be inadequate funding and resources to provide needed services to the student population. Intense public scrutiny stigmatizes a very vulnerable group of students and reinforces stereotypes in the general public's minds that Indian peoples have been struggling for decades to overcome. In addition, the board finds it difficult to function when every move it makes receives front page attention.
>
> The WIS board cannot be expected to immediately solve all the problems at the school. It is the board's position that the conditions at the school, though less than they ought to be, are still superior to the conditions many of these students experience at home. Until a better alternative is available to these students, the board's position is that the school must remain open. Public scrutiny threatens that probability.
>
> We share the WIS board's concerns that public scrutiny may stigmatize the school and its students. However, it is our belief the WIS board is in the current dilemma partly because problems at BIA boarding schools have been swept under the rug and away from the public for such a long period of time. WIS's problems are unlikely to receive adequate public funding until the public is made aware of the problems and solutions. While this public scrutiny may be painful for the board, the superintendent, and the students, it is perhaps the only way those problems can begin to be resolved. . . The mission of the school must be clearly defined. WIS must not be required to take students it is not equipped to serve.
>
> Staff must be adequately screened and trained.
> The administration must be held accountable.
>
> Outdated funding formulas should be discontinued. Adequate funding for WIS must be provided, including funding for any necessary services."

In her **May 23, 1990 letter to the Superintendent of Wahpeton Indian School**, Ms. Beth Tjon Wosick, Administrator, North Dakota Child Protection Services wrote in the State Child Protection Team recommendations:

> "It is apparent that the Wahpeton Indian School is receiving an increasing number of students with more severe emotional

> and/or behavioral problems. Many of these same students require boarding care, which places the responsibility of 24-hour supervision on the school and the staff. The current staff appears very committed and dedicated to the students. However, the state team believes that the current staffing ratio of two (2) staff per approximately 50 students in the student dormitory setting is inadequate and conducive to substantial risk to students and staff. A more realistic ratio, especially during active evening hours is suggested at no less than one (1) staff person to every 15 (and preferably 10) students.
>
> As was also discussed during the team meeting, there is a need for the Wahpeton Indian School to critically review its boarding care component. It is strongly recommended that an independent consultant be hired to review the boarding care program, its resource needs, staffing, and physical facility."

Ms. Wosick also wrote in her **March 12, 1992 letter to Senator Byron Dorgan from North Dakota,**

> "In the last 18 months, four (4) reports of alleged child abuse or neglect concerning the Wahpeton Indian School have been reviewed by the State Child Protection Team. The nature of these reports reflect a picture of the school's chronic struggle to deal with issues of staff training, unmet counseling and treatment needs, adequate supervision of students in its boarding care, and an apparent warehousing of students at Wahpeton Indian School, who exhibit rather severe emotional and psychological disturbances."

In regards to the team's recommendations, Ms. Wosick wrote:

> "Administrators of Indian Boarding Schools throughout the Nation have previously expressed concerns regarding adequate funding levels and student needs to the BIA and to Congressional officials. It is important that these already identified and presented concerns be addressed."

Authors of reports of many studies done on off-reservation boarding schools have addressed the concerns and made specific recommendations concerning the inadequate funding, need for residential and other staff training, lack of adequate staff to student ratios, lack of adequate counselors and counseling programs, and the urgent need for some MENTAL HEALTH COMPONENT integrated into the ACADEMIC and RESIDENTIAL Programs within the off-reservation boarding schools. Following are recommendations, which have been extracted from the various studies, which address the above stated concerns:

- **A Study of Student Enrollment and Retention Patterns in Off-Reservation Boarding Schools, conducted jointly by the Bureau of Indian Affairs and the National Federation of Federal**

Employees, 1987-88.

- To meet the needs of these Indian students and to be more successful at retaining, educating and providing for them, the schools will have to redesign current programs. These programs will require more staffing and equipment, a more appropriately trained staff, and additional funding (emphasis added) to meet these needs. (P. 35)

Summit Conference on BIA Funded Dormitories, Identification of Priority Issues of Concern, Oklahoma City, Oklahoma, April 16-17, 1991

- Large Group Priority Concerns:

  1. Staff Training/Development of Quality Staff

     Develop a comprehensive staff training program so personnel will be prepared to service our students with their needs. The student population in our residential programs are changing and our staff will need to change along with them. Quality staff will be able to provide quality work. Staff training and development should be an incentive and requirement.

  2. Funding

     The ISEP Funding Formula needs to be revised so it meets student service needs instead of basic enrollment criteria. It must reflect the needs of the various differences found in residential programs from school to school. Funding must be adjusted to the student/staff ratio where it can be at a level where effective services can be provided. Facility renovation, replacement, and maintenance funds need to be appropriated for the local level. (P. 2)

- School Board Priority Concerns:

  1. Funding Criteria

     Funding criteria must be revised and updated to meet student service needs instead of enrollment criteria requirements for allocating program funds.

     The current established program funding criteria limits programs innovation to meet the appropriate demands for meeting student needs, especially when there exists limited enrollment requiring diverse specialized services. The limited funding is usually not enough to even meet the basic minimum

> ... requirements of program services; therefore, such program services does not meet appropriate student services needed to address enrichment activities, extra curricula, transportation cost, increasing on-going staff development and personnel for diverse specialized service. (P. 4)

- Dormitory Counselors Priority Concerns:

  1. Staff Training

     A lack of professionalism and general low-self esteem seemed based on the lack of confidence in their ability to perform their jobs for most dorm staff members. In-service training of these aides, made mandatory, directed toward specific job descriptions will set performance standards. Being able to perform the important job efficiently can only build self-esteem and add pride and a feeling of professionalism. Staffers, proud of their jobs, can inspire pride and self-worth in students by serving as examples of positive people.

  2. ISEP Funding Does Not Meet the Individual Needs of the Students or the Individual Schools.

     The present funding formula does not facet in the type of student with special needs nor does it factor in the type of physical plant involved. There exists a need to monitor funds generated for special programs to assure more efficient application of funds for those programs. No element of the formula provides for special programs such as summer activities, weekend residency or holiday times for dormitories to remain open. The present formula does not identify homeless children and address their need for stable residency through the entire calendar year.

- Dormitory Managers Priority Concerns:

  1. Reduce student/staff ratio - funding for transportation - increase in pay.

  2. Training. (P. 6)

- Homeliving Aide Priority Concerns:

  1. Training and education to service the needs of each school as required by staff. With the knowledge level of the youth we are serving, we the dorm staff must educate ourselves to support the needs of the students of today and tomorrow. Also to

... ensure compliance with our changing job descriptions. (P. 6)

- Principal Priority Concerns:

  1. Mission Statement from the Assistant Secretary - Indian Affairs/Director, OIEP which recognizes and financially supports the vital role of the mollifying department in meeting the local community education needs.

     Extended education programs must be established to allow students to develop decision making, problem solving, leisure and general life skills in a multicultural environment - based on the Mission Statement.

  2. Community-wide training to empower the dorm community to be co-equal with the Academic staff.

  3. Facilities must be built and maintained with 3500 funds under education's control to allow the students and school to meet their Mission Statement. This includes the total school program, i.e., grounds and buildings. (P. 7)

- Homeliving Specialist Priority Concerns:

  1. Quality Staff

     Career ladders
     Incentives
     Training
       Informal - on the job
       Formal - outside resources

  2. Student/Staff Ratio

     Flexible and adjusted to local school needs. (P. 7-8)

Concept Paper: For the Development of an Alternative Residential and Academic Program at Chemawa Indian School, October 1987.

- The Indian School Equalization Program Formula needs to be modified to accommodate to the population served at an alternative off-reservation boarding school and not the present generic funding formula. The ISEP money needs to provide funding for staff providing services to students, regardless of their specific federal organization. Further, the financial structure and staffing patterns of all agencies involved intra-agency cooperation at an alternative off-reservation boarding school must modify their financial and staffing patterns to appropriately reflect the needs of this program and must not be based on present funding and staffing structures.

Alternative Indian Boarding Schools, A Second Supplemental Concept Paper, Prepared by IHS, Office of Mental Health Programs in collaboration with the Acting Executive Director, H.H.S. Intra-Departmental Council on Indian Affairs, Revised October 30, 1980.

- Total cost and source of funds continue to be of major concern. There are also questions concerning personnel ceilings. Most reviewers believe an under-funded and understaffed model should not be attempted. The general sentiment is "if we are going to do it, let's do it right." (P. 3)

Report to Assistant Secretary, Indian Affairs and to Director, Indian Health Service on Mental Health needs of Native Americans in Off-Reservation Boarding Schools and Home Environments, from Dr. Carl Cooley, Area Psychologist, Portland Area Education Programs Administration Office, October 4, 1991.

- Nonetheless, the current funding and programs, both in the BIA and IHS, at ORBS, do not provide needed staff, programs or facilities to even marginally meet these needs. Distinct ORBS programs need to be developed with appropriate staff and funding to provide needed treatment to overcome these problems as much as possible. This cannot be done with current funding mechanism and philosophy. (P. 4)

BIA/IHS Joint Committee on Children's Issues, Initial Report, January 1, 1987.

- Some of the current problems with the health care delivery system at Chemawa are caused by a lack of recognition of the special needs of the school population by the IHS. BIA has funded programs at Chemawa as if they were serving an "average" group of students. In fact, available data support the contention that many Chemawa students are high-risk, often very troubled young people. In spite of this funding for school staff, and particularly dorm counselors, does not allow for the provision of services of the quality and quantity needed by this group of students. (P. 4)

A Mental Health Promotion Program, A Report for Chemawa Indian School, November 30, 1987.

- A cooperative effort should be undertaken by IHS and BIA

> to survey Indian communities, to evaluate the need for off-reservation educational and residential treatment facilities, and to develop a plan for the staffing and financing of the facilities. Development of an educational and residential treatment system providing suitable mental and health services will require a clear analysis of the need for off-reservation facilities and the objectives to be attained through such a system. Consideration of legislative and administrative rule changes necessary to adopt appropriate standards and provide adequate funding levels (emphasis added) should be a part of this process. (P. 55-56)

In the (**Review of the Indian School Equalization Program (ISEP) Report** submitted August 1991 to the BIA Office of Indian Education Program's Director and also submitted to the Assistant Secretary - Indian Affairs in September 1991 the Study Working Committee identified these observations, findings, and recommendations as ways to improve the Indian School Equalization Program (ISEP). The ISEP Study Committee was established by the Office of Indian Education Programs Office. The Study Committee stated they based their recommendations on a review of the current ISEP and field visits to individual schools. The relevant National Educational Goals were noted after each of the findings. The Study Committee's findings were:

- The overarching finding is that the level of ISEP funding is insufficient for the BIA funded schools to conduct a comprehensive educational program based on the diverse educational needs of American Indian Youth.

- Schools are grossly underfunded as illustrated by the value of the basic funding level per weighted student unit (WSU) at $2,538 for FY '90 and the failure to substantially increase the level in the interim.

- At current funding levels, BIA funded schools cannot meet urgent student needs for early childhood programs, extended school year, vocational education, enrichment programs, school readiness, and dropout prevention programs, all of which are required if Presidential goals are to be realized.

- Current funding levels, staffing ratios, and counseling and program services are not sufficient to meet the needs of residential students.

Some of the ISEP Study Committee's recommendations as they relate to Boarding Schools were:

- These recommendations are based on the compelling finding that the formula distributes insufficient funds and ISEP does not recognize the diversity of needs found in the student population. Changes in the ISEP weights should not be made unless the value of the WSU is increased to a level of $3,499 for FY 1993.

- For FY 1993, the WSU amount should be increased to $3,499 and in successive years, the amount should be adjusted to reflect increases in the statutorily mandated teacher pay scale and the OMB current services inflation adjustment.

- To modify the academic and residential standards to reflect the current needs of students. The committee recommends that, at a minimum, the following actions be implemented immediately:

  1. Adopt a new standard on teacher/teacher aide/dormitory personnel training and use summers and other periods to conduct such training.

  2. Reduce the student/staff ratio of academic and residential counselors and require the presence of health professionals trained in working with at-risk students.

  3. Require the funds generated for academic and residential purposes shall be expended in the areas as primarily designated, unless the local school board approves a reprogramming pursuant to Section 1129 of PL 95-561.

  4. Revise the National Dormitory Criteria related to program and services for at-risk students that the Bureau and Tribes are presently responsible for in residential centers. Based on the special needs of the unique student population currently enrolled in residential programs, the committee recommends that the objectives be adopted and implemented in full.

In a Letter to Indian School Equalization Funding Program Review Committee Concerning Alternative Funding for Off-Reservation Boarding Schools, from Acting Area Education Program Administrator, July 10, 1992, he wrote:

- The ISEP formula simply does not take into account the needs of ORBS students or programs. While the formula may work reasonably well for day schools, it does not begin to meet funding needs of dormitory programs providing education and homeliving services to students at-risk. What is needed by ORBS is a new funding mechanism, based on a submitted budget developed by each ORBS that would become a line item of the budget submitted annually to Congress. This funding mechanism would provide a realistic budget that would allow for needed staff and re-defining of the ORBS service model to more appropriately meet student needs.

The provision of a line item funding mechanism would provide a more realistic approach to needed services and would effect communities as well. This would allow: a professional educational, homeliving, mental and social health staffing according to student needs. Needed mental and social health services. (P. 1 & 2)

BIA funded and operated Off-Reservation Residential Boarding Schools are drastically underfunded when one compares the total amount of funding we receive as compared to other Residential Schools in the five (5) states in which our remaining seven (7) off-reservation boarding schools are located. Please refer to the next page which contains the chart and the following page after that chart which documents the collection of this financial comparison information. As you can see the average range of funding the various state youth institutions receive per student ranges from $15,494 to $47,450. The average funding for these five (5) states is $32,258. The average funding BIA funded or operated boarding schools receive per student is $12,953.

The second colored chart displays the average amount the state adult institutions receive for funding per individual adult. The range is from $11,983 to $20,525. The average funding per adult these five (5) states receive is $16,464.

Once again the funding BIA funded or operated boarding schools receive per student is $12,953.

The average amount state youth institutions receive is $19,305 more than BIA funded or operated boarding schools receive although we are expected to work with and educate, in many case, the same types of students. The average amount state adult institutions receive per person is $3,511 more than our boarding schools receive.

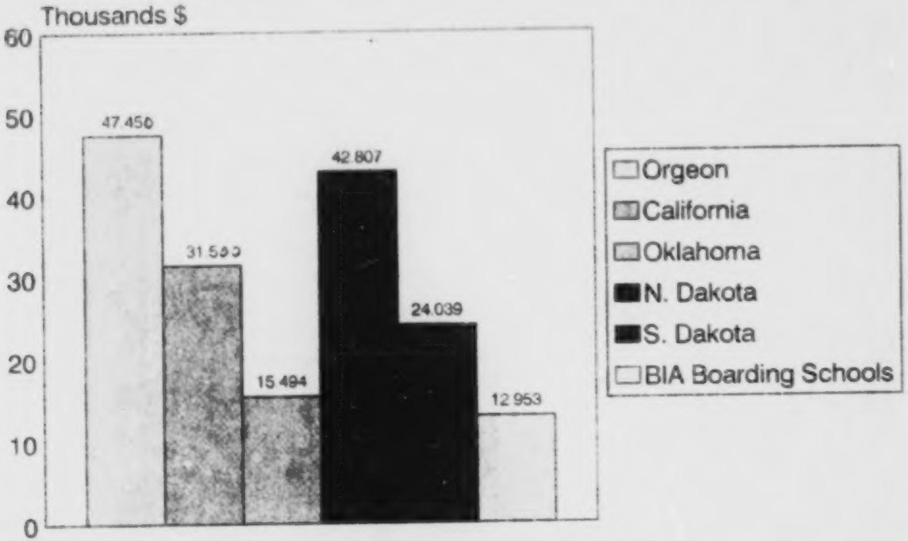
We feel we could do a very effective job with our students if we received comparable funding.

Despite the large number of obstacles and challenges there is a critical need for the remaining off-reservation boarding schools as can be, and has been, verified by the following documentation of oral statements, written reports, needs assessments, and studies:

- **In numerous Consortium for Effective Residential Indian Schools' meetings, school administrators and school board members from each school spoke of the critical need to keep the schools open and operating, as these schools are the last chance and last resort for a large number of Indian children to get their lives back in order and to succeed.**

Annual Operating Cost Per Person

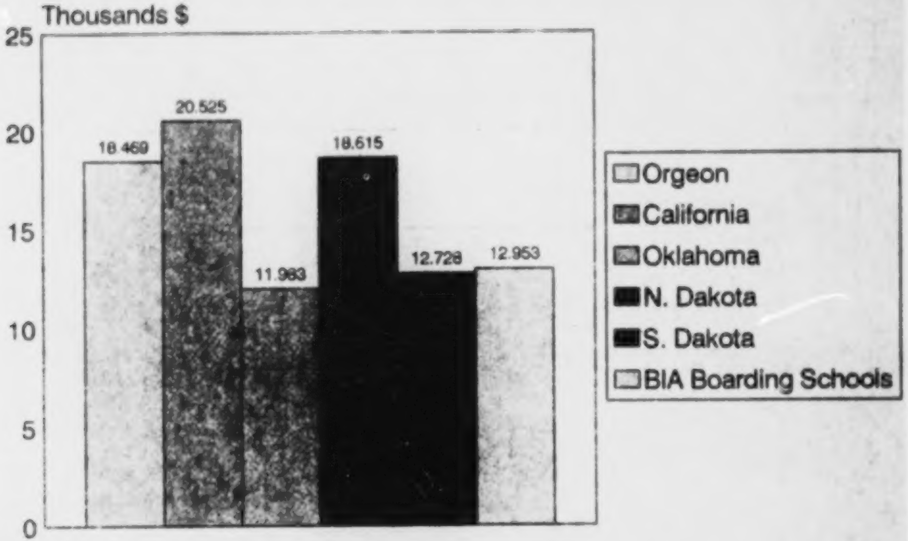
BIA Boarding Schools v/s State Youth Institutions



Data Source: Personnel Office, Chemawa Indian School

Annual Operating Cost Per Person

BIA Boarding Schools v/s State Adult Institutions



Data Source: Personnel Office, Chemawa Indian School

BEST COPY AVAILABLE

UNITED STATES GOVERNMENT
# memorandum

DATE: Mar. 8, 1994

REPLY TO ATTN OF: Eugene Heddemann, Personnel Manager-CIS

SUBJECT: YOUR REQUEST TO CONTACT STATE CORRECTIONS DEPARTMENTS

TO: Gerald J. Gray, School Supervisor

You asked me to contact State Corrections Departments to seek per inmate or resident operating cost information on an annual basis. The following was obtained by phone:

STATE OF OREGON:

State Adult Institutions	$50.06/day	$18,469/year
State Youth Institutions	$130/day	$47,450/hear
State Youth Camps	$70-80/day	$25,550-29,200/year

STATE OF CALIFORNIA:

State Adult Institutions	$56.23/day	$20,525/year
State Youth Institutions (Camps & Institutions)	$86.30/day	$31,500/year

I hope this information is useful for your inquiry.

cc: Miguel Reyes, Business Manager

ADDITIONAL INFORMATION OBTAINED SINCE MAR. 8, 1994(Mar. 11, 1994)

OKLA:

State Adult Institutions	$32.83(minimum)/day	$11,983/year
	32.27(medium)/day	11,779/year
	42.45(maximum)/day	15,494
State Youth Institutions		

NORTH DAKOTA:

State Adult Institutions	$51/day	$18,615/year
State Youth Institution (N.D. Industrial School)	$117.28/day	$42,807/year

SOUTH DAKOTA:

State Adult Institutions	$34.87/day	$12,728/year
State Youth Institutions	65.86/day	24,039/year

OPTIONAL FORM NO. 10
(REV. 1-80)
GSA FPMR (41 CFR) 101-11.6
5010-114
U.S. GPO: [illegible]

- **In its Initial Concept Paper prepared by the Indian Health Service, Office of Mental Health Programs, July 16, 1980, they stated:**

> "The Boarding School Program serves an essential role at this time for the optimal development of many Indian children. While recognizing and supporting the desirability of local schooling and living at home as a goal for most children, current social, geographic, economic and psychologic problems found in most Indian communities mandate the support for and improvement in an appropriately staffed and organized boarding school system. Such a system can provide to appropriately selected children a) the child's basic needs of adequate nutrition, appropriate shelter and supporting adults, b) an opportunity to complete a K-12 education, c) the benefits of peer support, d) a broader understanding of the Indians culture and heritage and e) specialized programs otherwise not available, i.e., vocational training, solo parent education, special education, mental health therapy and drug and alcohol abuse programs."

The Consortium for Effective Residential Indian Schools membership endorses this July 16, 1980 Executive Summary statement today. The boarding schools continue to serve a very essential role at this time and will continue, we believe, long into the future!

- **On Page 4 of Dr. Carl Cooley's October 4, 1991 letter to the Assistant Secretary, Indian Affairs and to the Director, Indian Health Service, he wrote:**

> "In the past, lack of awareness of epidemiology of identified problems and extraordinarily high levels of pathology of students has caused condemnation of BIA educational programs and resulted in current attempts to close the off-reservation boarding schools and associated IHS facilities. At the same time little or nothing has been done to increase appropriate services on reservations, resulting in reduced program services to adolescents in need.
>
> As a result the various reservations send students to off-reservation boarding schools as they do not have necessary programs or staff."

- In their **Dropout Epidemic at an Indian Boarding School**, Dr. James H. Shore and Dr. Jerrold Levy wrote "In a recent editorial from the American Psychiatric Association, the Task Force on Indian Affairs (Beiser, 1974) pointed to the hazards for mental health in Indian Boarding Schools. At the same time, the Task Force did not call for the disbanding of Indian Boarding Schools, which is a position often taken by American psychiatrists and is a position that is not supported by most American Indians."

Although there are a number of obstacles and challenges facing Indian Boarding Schools, almost all Indian Tribes and Native Americans realize there is a critical need for these schools now more than ever and they want them to remain open!

ALMOST ALL OF THE RECOMMENDATIONS FROM THE MANY STUDIES, REPORTS, SURVEYS, NEEDS ASSESSMENTS, CONCEPT PAPERS, LETTERS OF RECOMMENDATIONS, MEMORANDUMS, SCREENING PROJECTS, AND SUMMIT CONFERENCES ON BIA BOARDING SCHOOLS recommend the development, implementation and inclusion of some expanded aspect of a **MENTAL HEALTH PROGRAM** into the Academic and Residential components of the Boarding School Program. Some of the recommendations follow:

- **Dropout Epidemic at an Indian Boarding School**

  Hammerschlag (1973) has stated that, the more Indian boarding schools accept the charge of dealing with "problem children", the more they de-emphasize the real needs of these problems to be dealt with elsewhere, by parents and the tribes themselves at home. However, it is my impression that this response echoes the earlier calls of American psychiatry for the disbanding of Indian boarding schools. It denies the special needs of Indian students with behavior adjustment problems who remain in the boarding school system. The need for more peer-oriented counseling and multi-faceted support services is documented in this paper. Recently this has been discussed by Dlugokinski and Kramer (1974) in an analysis of Indian boarding schools as a system of neglect. The public health model used in this research to identify high risk students is one method of a multi-faceted approach which could identify students most in need of preventive mental health services. (P. 12)

- **Executive Summary - A survey of the Health Status and Health Needs of American Indian Children Attending Four Boarding Schools - American Academy of Pediatrics Study.**

  A study conducted in 1973 by the North American Indian Women's Association documented that boarding school students have multiple problems of behavioral, social, and educational nature, and that therapeutic resources have failed to keep pace with the student's needs.

  In this more personal arrangement, the staff would need additional inservice training and support.

  For serious mental health problems (such as substance abuse, alcohol abuse, acting out behaviors, and frank psychopathology), more sophisticated mental health workers and programs must be made available.

Administrative changes to provide greater interaction between BIA and IHS staff within the schools are required if the proposals given here are to be most effective in creating improved student outcomes and stability within the school system.

There is glaring similarity of the observations and recommendations in this report to those expressed 10 to 12 years ago, the recommendation made by the American Academy of Pediatrics' Committee on Indian Health to IHS in 1968. The most urgent needs to improve the living environment for Indian children have been recognized and documented for some time, but it appears that few efforts have been made to implement the changes necessary for improvement. The time to begin correcting the deficiencies is NOW!

- **Alternative Indian Boarding Schools - A Second Supplemental Concept Paper, Revised October 30, 1980.**

The time has now come for us to take a second step in respect to designing a model which will optimally address the complex social, psychological, medical, and educational needs of the large number of high risk children currently enrolled in BIA boarding schools.

- **Portland Area BIA/IHS Joint Committee on Children's Issues - Initial Report, January 1, 1987.**

Indicators of the mental health of Indian children in the Area are of concern. Rates of suicide, dropout, adolescent pregnancy, drug and alcohol abuse and other indicators f adolescent mental health are all sever times the rate for non-Indians in the Area. These problems are generally considered to be representative of earlier and ongoing mental health problems of children and adolescents. By all indices our Indian children and adolescents are in deep trouble throughout the Area, and we have not yet made any effort to address the problem.

Beyond the need for more staff dealing with childrens' issues from both IHS and BIA, there is a need for a long term strategy to address the problem of Indian childrens' mental and physical health now, in an attempt to minimize future impact on the welfare, criminal justice, alcohol and drug, and health systems of just a few years from now. There is a need for both an Area and a national strategy to deal with this crisis at both the IHS and BIA levels for the coming years. This coordinated approach must include a serious study of the health needs of children and adolescents, as opposed to the impressionistic means of identifying these needs that has prevailed in the past and has lead to mistaken planning assumptions such as the assumption that Indian children and adolescents have no significant health problems. Serious efforts to address these problems must include active working agreements between the BIA and IHS on all possible levels, as well a serious attempts to identify resources needed to solve these massive problems.

In most cases the states are ill equipped to deal with Indian children. There are insufficient competent Indian foster homes for placement of Indian children, so the states increasingly tend to use non-Indian foster placement of Indian children, once again. As a result of poor funding of Indian Child Welfare Act Programs, tribal judges have few alternatives available for on-reservation child placement. Because of the loads on many of the state and county systems, it is unlikely that the states and counties will be able to provide adequate services to the reservations that now need them more than ever.

One of the most pressing needs for both the BIA and IHS is for residential treatment resources for children and adolescents. These need to include alcohol and drug, mental health, and developmentally delayed services. Almost none of these needed services are now available for Indian children.

A first step in helping to address this problem would be undertaking a major needs assessment study for the Indian Childrens' population in the Area. Included in the study should be an identification of resources needed overall, resources actually present, whether these resources are able to be used, and if not, why not. There is a need in the overall system of services for Indian Children for institutional placement procedures for evaluation purposes, and the need for interagency agreements among BIA, IHS and the states.

- **Dr. Carl Cooley's Report to Assistant Secretary - Indian Affairs and to the Director - Indian Health Service, October 4, 1991.**

As noted above, efforts have been made in the past several years to close ORBS. While ultimately that is a desirable goal. My professional opinion is that are insufficient services on reservations and in Alaskan Native communities to justify this. What is needed is exactly what the BIA and IHS are attempting to do at Chemawa. This new program is being designed to provide holistic mental, physical, social and educational services for the identified population. Additionally, it will impact all levels of service delivery including home-based and transitional services to and from home reservations.

Redefining and developing interagency services and interfacing these with local community programs is a logical step to services being provided. The following are recommendations for your consideration regarding positive approaches and options that can create an interagency service model to reduce the significant difficulties facing young Native Americans.

- **A Roundtable Conference on Indian Adolescent Wellness In a Holistic Context, a Consensus Statement - Final Report, November 6-7, 1991, U.S. Indian Health Service, Rockville, Maryland.**

Mental Health:

The Roundtable participants were in agreement that a stigma exists around mental health services; this stigma should be addressed. The IHS, tribes and Indian organizations need to become more creative and culturally sensitive when attempting to address the mental health needs of Indian adolescents. Specifically, the Roundtable makes the following recommendations related to mental health:

1. Adolescents do not go to providers of mental health to talk. The IHS system places too much emphasis on one to one "encounter" and needs to refocus on the power of "groups" and cultural activities. The group process can be a safe way for adolescents to begin to talk about their experiences and pain. Peer support groups can work with adolescents and are more meaningful in many ways than the traditional one to one authority-based counseling approach. In addition to groups, cultural ceremony and ritual rebuilding can provide structure to rebuild faith and trust. Traditional medicine people must be brought into the mental health care system, wherever appropriate.

2. Developing services for Indian adolescents must incorporate the ongoing input and involvement of Indian adolescents themselves. They know what the problems are (incest, violence, and alcoholism in the community) and are more willing to break the denial process than adults are about these and may other issues. Adolescents are also less likely to be swayed by the politics of jurisdiction in developing innovative approaches.

3. The Roundtable strongly recommends that the IHS and the National Indian Health Board (NIHB) seek consultation from traditional Indian people and spiritual leaders on ways to improve

... cultural/spiritual values in the delivery of health care. . .

School Based Programs:

The Roundtable defined "schools" as anything from pre-school to college. School-based intervention serves as an opportunity for prevention and intervention strategies. It also provides a forum to foster wellness and self-esteem among Indian youth in a safe environment. The Roundtable was also concerned about "drop-outs" (those who drop out of school). The statistics on drop-outs are not available; these children become lost. The Roundtable found that BIA Off-Reservation Boarding Schools (ORBS) receive many of the most troubled Indian adolescents, but do not have the resources to provide the therapeutic environment needed. Specifically, the following recommendations were made:

1. The five ORBS funded by BIA receive many Indian children who have been abandoned by providers at home. Of the Indian children attending ORBS, 80% come from alcoholic homes, 67% are clinically depressed, and 73% are actively drinking. The therapeutic support needed by these children is not available. The Roundtable takes the position that the IHS and the BIA should work together to create model institutions at these schools which will meet the educational, mental health, physical health, and cultural well-being of these troubled children. A joint agreement between the IHS and the BIA should provide the sharing of information, such as health records and other resources, to begin to address the holistic needs of Indian adolescents attending ORBS. If a demonstration project is needed prior to a larger undertaking, then, the Roundtable encourages the IHS and the BIA to develop this concept.

Years of studies and reports have shown us that the boarding school student of today is an at-risk adolescent with multiple learning, social and emotional disabilities. YET TRANSLATION OF THESE REALITIES TO LARGE SCALE FUNDING, POLICY AND PROGRAM MODIFICATIONS HAS BEEN SLOW TO NIL AT BEST.

Since the 1969 report entitled **"A Compendium of Federal Boarding School Evaluations**, we have struggled for 25-years with only minimal success to serve those "high risk" students **in a system that remains inflexible, under-funded and unable to adequately meet those complex and changing student needs**. We know now, as we have for years, that the percentage of those "high risk" students for whom the curriculum doesn't work is well over 50%.

A traditional comprehensive high school Residential and Academic Program does not allow Chemawa Indian High School to effectively provide the intensive and varied educational, mental health, social, emotional and residential services needed by our students. While important positive efforts have been made to address the complex problems of our students, the scope and severity of the problems require IMMEDIATE SUPPORT AND FUNDING to RADICALLY RECREATE THE CHEMAWA AND OTHER BOARDING SCHOOL PROGRAMS, to develop a curriculum and HOLISTIC TREATMENT MODEL which will be successful with 80% to 100% of our students, rather than the 40% to 50% we now reach. **We need this support, this mandate, from Congress, from Tribal authorities, from the Bureau of Indian Affairs, from the Indian Health Service, the Union, from School Boards and from Indian Tribes, communities, and parents.**

Lives are being wasted everyday. Each year an average of 240 students leave school during the year to return to unemployment, dysfunctional families and inadequate educational, social and medical services. **We can no longer accept "acceptable losses" and put bandaids on programs that are being effective with less than one-half of the students they are intended to serve. This task cannot be accomplished with the inadequate funding, under-staffing, outdated Academic and Residential school program, restrictive policies and lack of coordinated effort among agencies** which have characterized the Indian Boarding School system for the past 25+ years and have strangled services, blocked program development and discouraged innovation.

WE MUST MOVE DECISIVELY NOW TO GET ON WITH THE LARGE SCALE RESTRUCTURING OF OUR PROGRAMS which is required to meet the educational, social and emotional needs of the other 50% of our students. ALL OF OUR CHILDREN ARE PRECIOUS. NOW IS THE TIME TO WIDEN THE CIRCLE AND INVITE ALL TO STAND AND GROW TOGETHER, TO FORCE NONE TO STAND OUTSIDE.

With critical government funding shortages within both the BIA and IHS we need to develop and implement the most cost effective program that can be started and implemented quickly. A program that will bolster and expand the existing EMOTIONAL SUPPORT SYSTEM IN THE BOARDING SCHOOLS, i.e., the RESIDENTIAL LIVING ARRANGEMENTS, THEIR PERSONNEL and the RELATED MENTAL HEALTH PERSONNEL. We need to develop and implement the THERAPEUTIC RESIDENTIAL SCHOOLS PROGRAM MODEL that has been developed by the residential schools' administrators, school board members, and staff, with input and assistance from the Indian Health Service and Office of Indian Education Programs staff.

THERAPEUTIC RESIDENTIAL SCHOOL

1. The concept of a Therapeutic Residential School (TRS) is based upon the idea that a residential (boarding) school is more than just an academic experience in which the students happen to live on campus. Since more than half of the students' time is spent outside of the classroom, their experiences in the dormitories, cafeteria, outings and extracurricular activities have a significant impact and influence on cognitive, emotional and psychosocial development and growth.

2. In a therapeutic residential school ALL of the students receive individual and group counseling, guidance and instruction around significant "non-academic" issues like: time and financial management, goal setting, career/life planning and dealing with physical, emotional, sexual, elder, spousal, child and substance abuse in their own lives and those of their families and communities.

3. Facilitating positive and constructive interpersonal and social interactions and relationships between students, staff and faculty is a primary goal of the therapeutic residential school.

4. A therapeutic residential school attempts to transform the entire school (academic and residential) setting into a therapeutic community which seeks to address the students' developmental needs within a structured, adult-supervised environment that has a clear and consistent institutional philosophy based upon maximizing the physical and mental health of the students as a necessary PREREQUISITE to academic performance and FOUNDATION for transition into being healthy and productive adults.

5. Dual and multiple diagnosis individuals are recognized and all education and therapy is individualized to the needs of each student.

6. A Therapeutic Residential School is a "SECURE, CARING, HOME-AWAY-FROM-HOME THAT PROVIDES EXCEPTIONAL EDUCATIONAL EXPERIENCES IN AN ENVIRONMENT WHERE EVERY MEMBER OF THE STAFF IS DEVOTED TO THE TOTAL WELL BEING OF THE STUDENTS."

therap stm

Summary

DRAFT

THERAPEUTIC RESIDENTIAL SCHOOLS

"PROMISE OF THE FUTURE"

THERAPEUTIC RESIDENTIAL SCHOOLS

MISSION STATEMENT

The Therapeutic Residential School Program is based upon American Indian and Alaska Native spiritual and cultural values. It establishes a comprehensive, healthy, caring and safe residential and educational environment, in which the essential needs of body, mind and spirit are treated with equal importance.

The program represents a substantial increase in human and financial resources, particularly as it responds to the unmet needs of "high-risk" residential students.

GOALS

- To provide the capacity for Off-Reservation Residential Schools to develop and maximize the spiritual, physical, and mental/emotional health of all students as a pre-requisite to enhancing life-long learning and growth.

- To provide opportunities and experiences that allow students to explore their cultural identities and practices, making them more aware of their connection and responsibility to Indian people.

- To provide an emotionally and physically safe alternative home environment that supports the personal growth and development of both students and staff.

- To provide an environment where every member of the staff is devoted to the total well-being of the students and is supported with sufficient and appropriate resources, training and supervision.

THERAPEUTIC RESIDENTIAL SCHOOL CORRELATES

YEAR-ROUND PROGRAM

The Off-Reservation Therapeutic Residential Programs may offer a year-round therapeutic program based upon American Indian and Alaska Native spiritual and cultural values.

COMPREHENSIVE MENTAL HEALTH SUBSTANCE ABUSE SERVICES

Improve the capability of Off-Reservation Residential Schools to develop and maximize the spiritual, physical, and mental health of all students as a pre-requisite to enhancing life-long learning.

SAFE AND SECURE ENVIRONMENT

Provide a physically safe and nurturing Therapeutic Community environment, supported with sufficient and appropriate human facility resources conducive to growth and learning, where every member of the staff is devoted to the total well-being of the students, where there is coordination of all staff and departments thereby enabling staff and students the opportunity to grow and learn together.

COMPREHENSIVE STUDENT SCREENING/ASSESSMENT

Off-Reservation residential school students are at higher risk because of significant mental health problems, (physical, sexual and emotional abuse, neglect, conduct disorders, dysfunctional families, victimization, and racism). As a direct result, their educational, social, and mental health development suffers. Each Off Reservation Residential School student will have an appropriate educational, physical, mental health, and psychosocial screening assessment, so staff can develop an individual residential and educational plan for all students.

INTENSIVE STAFF TRAINING

Intensive, on-going staff training in mental health and therapeutic community principles and practices will be provided to all residential, academic, and support staff by trained and accredited professionals.

CULTURAL RELEVANCE

Integrate culture into all school areas to encourage and raise students' self-esteem, respect, and success by providing opportunities and experiences that allow students to explore their cultural identities/practices, and become aware of their connection and responsibility to Indian people.

HOME, SCHOOL, COMMUNITY, AND TRIBAL INTERACTION

Integrate home, school, community, and tribe to foster understanding of the school's mission through open and active communication. This includes active involvement of the community and home in the school and of the school in the home and community.

SMALL GROUP LIVING

Provide an alternative emotionally/physically safe, nurturing, home environment with a reduced student-to-staff ratio for the high risk student.

TRANSITION PERIOD

There will be a transition period, during which the Off-Reservation Residential Schools will receive adequate human and financial resources, training, and physical plant modification, conversions or additions. The necessary components of a Therapeutic Residential School Program will be phased-in.

THERAPEUTIC RESIDENTIAL SCHOOL APPROACH

The Therapeutic Residential School Model is a *process* the school has to go through to develop the environment to meet staff and very high-risk student needs. The mental health component provides training, support, prevention, and intervention services to staff and students. It will compliment Indian Health Service's mental health for treatment and training and fill in the missing link for the existing residential and academic programs.

The focus will be in the *residential area* to help students gain control of their lives. It will enable them to be successful in the academic program. Each Therapeutic Residential School will address the correlates in developing their program. They will:

- Identify the problem: do an extensive self study and self evaluation in self governance: understand the correlates, therapeutic mission statement, goals, and their own mission statement.
- Define, evaluate, and understand the student/staff population.
- Do a student/staff needs assessment and develop individual treatment plans.
- Develop appropriate infra-structure that supports the therapeutic residential community.
- Define the school's purpose and limitations and use it to follow a practice of selective admissions.
- Provide on-going opportunities for staff development and in-service training which includes IRG, behavioral management, discipline policies, crisis intervention, decision-making, and current research on instructional methods most effective with American Indian students.
- Provide team building and shared management opportunities which involve all stakeholders in the residential and educational process, and outcomes.
- More carefully select administrators and staff for the Therapeutic Residential Schools.
- Raise the education level and work experience requirements for all dormitory staff.
- Provide upward mobility and recognition programs for residential staff.
- Visit other therapeutic residential schools.
- Revamp student activities to assure active and positive use of leisure time, to keep television from dominating students lives and give them alternatives to leaving campus.

- Revamp student activities to assure active and positive use of leisure time, to keep television from dominating students lives and give them alternatives to leaving campus.
- Improve and upgrade residential, instructional, and support facilities.
- Provide safe, nurturing, home environment cottages or small units for newly-constructed facilities, wherever possible, with reduced student/staff ratios.
- Provide adequate resources and the most efficient use of the resources.

STAFFING

Increased staff ratios, on proposed shifts, should fulfill all residential student needs. This list is representative and does not limit or exclude other needed positions.

Physical/Mental Health Staff

2 shifts -- 6-2, 2-10	
Clinical Psychologist(s)	1:50
Behavioral Psychologist(s)	1:50
Child Physiciatrist(s)	1:50
Counselor(s)	1:50
Substance Abuse Specialist	1:50
Nurse(s)	1:50
Medical Health Trainer	1:50
Obstetrics/Pediatrics, one staff	1:50
General Practice, one staff each shift 6-2 & 2-10 1:400 at 10-6	1:50
Clinical Social Worker	1:50
School Social Workers 2 shifts -- 6-2, 2-10	1:50
Dietician 2 shifts -- 8-2, 2-10	1:500

Residential Staff

2 shifts -- 6-2, 2-10	
Residential Parents	1:10
Dorm Manager	1:50
Native Spiritual Leader	1:500
Custodial Staff for isolation "safe" room	1:2
Legal Liaison Aide, one person	

Recreational Staff

1 shift -- 2-10	
Aides, Coaches, & Trainers	1:40

Academic Staff

2 shifts -- 8-4, 4-12	
Curriculum Director	1:500
Cultural Curriculum Coordinator	1:500
Home/School/Community/Tribal, one person	

EVALUATION

- Tie back to measuring results/benefits expected
- Quarterly Progress Reports
- Regular reassessment of Individual Student Progress
- Data compiled into annual report
- Standards Board - BIA, IHS, and School Boards
- External Evaluation

THERAPEUTIC RESIDENTIAL SCHOOLS TEAM

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DRAFT

THERAPEUTIC RESIDENTIAL SCHOOLS

"PROMISE OF THE FUTURE"

TYPICAL BOARDING SCHOOL
EARLY 1900'S

The boarding school near Mount Pleasant, Michigan, in the early 1900's, was typical of where many young Indians were educated. Uniforms and regimentation were part of the training. Indian children endured many hardships in these schools: separation from their parents and families, and frequent physical punishment for infractions of rules. A student's life ceased to resemble the historic patterns of earlier times, but they did endure; they did survive.

(Clark Historical Library)

THERAPEUTIC RESIDENTIAL SCHOOLS

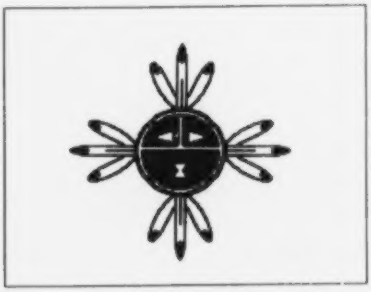
MISSION STATEMENT

The Therapeutic Residential School Program is based upon American Indian and Alaska Native spiritual and cultural values. It establishes a comprehensive, healthy, caring and safe residential and educational environment, in which the essential needs of body, mind, and spirit are treated with equal importance.

The program represents a substantial increase in human and financial resources, particularly as it responds to the unmet needs of "high-risk" residential students.

GOALS

- To provide the capacity for Off-Reservation Residential Schools to develop and maximize the spiritual, physical, and mental/emotional health of all students as a pre-requisite to enhancing life-long learning and growth.
- To provide opportunities and experiences that allow students to explore their cultural identities and practices, making them more aware of their connection and responsibility to Indian people.
- To provide an emotionally and physically safe alternative home environment that supports the personal growth and development of both students and staff.
- To provide an environment where every member of the staff is devoted to the total well-being of the students and is supported with sufficient and appropriate resources, training, and supervision.



THERAPEUTIC RESIDENTIAL SCHOOL CORRELATES

YEAR-ROUND PROGRAM

The Off-Reservation Therapeutic Residential Programs may offer a year-round therapeutic program based upon American Indian and Alaska Native spiritual and cultural values.

COMPREHENSIVE MENTAL HEALTH SUBSTANCE ABUSE SERVICES

Improve the capability of Off-Reservation Residential Schools to develop and maximize the spiritual, physical, and mental health of all students as a pre-requisite to enhancing life-long learning.

SAFE AND SECURE ENVIRONMENT

Provide a physically safe and nurturing Therapeutic Community environment, supported with sufficient and appropriate human/facility resources conducive to growth and learning, where every member of the staff is devoted to the total well-being of the students; where there is coordination of all staff and departments thereby enabling staff and students the opportunity to grow and learn together.

COMPREHENSIVE STUDENT SCREENING/ASSESSMENT

Off-Reservation residential school students are at higher risk because of significant mental health problems, (physical, sexual and emotional abuse, neglect, conduct disorders, dysfunctional families, victimization, and racism). As a direct result, their educational, social, and mental health development suffers. Each Off Reservation Residential School student will have an appropriate educational, physical, mental health, and psychosocial screening assessment, so staff can develop an individual residential and educational plan for all students.

INTENSIVE STAFF TRAINING

Intensive, on-going staff training in mental health and therapeutic community principles and practices will be provided to all residential, academic, and support staff by trained and accredited professionals.

CULTURAL RELEVANCE

Integrate culture into all school areas to encourage and raise students' self-esteem, respect, and success by providing opportunities and experiences that allow students to explore their cultural identities/practices, and become aware of their connection and responsibility to Indian people.

HOME, SCHOOL, COMMUNITY, AND TRIBAL INTERACTION

Integrate home, school, community, and tribe to foster understanding of the school's mission through open and active communication. This includes active involvement of the community and home in the school and of the school in the home and community.

SMALL GROUP LIVING

Provide an alternative emotionally physically safe, nurturing, home environment with a reduced student-to-staff ratio for the high risk student.

TRANSITION PERIOD

There will be a transition period. During which the Off-Reservation Residential Schools will receive adequate human and financial resources, training, and physical plant modification, conversions or additions. The necessary components of a Therapeutic Residential School Program will be phased-in.

BACKGROUND

The relationship of the United States government to Indians is found in numerous treaties, statutes, executive orders, court opinions, and regulations and characterized by the following well-documented policy eras: extermination, removal, assimilation, termination and self-determination.

In exercising self-determination, the Indian Residential School Boards and Administrations must be allowed the opportunity to plan and implement, as well as learn and profit, by their own decisions.

Students who come to the Off-Reservation Indian Residential Schools are the human products of failed government policies. Many do not know what it means to be Indian. To heal broken spirits, Indian Residential Schools are using traditional cultural methods and practices that have worked for centuries. Off-Reservation Residential Schools are helping students build a foundation based on Indian cultural values that they can rely on in today's world. Institutions which once stripped Indian children of their culture, have now become a place for Indian children to center on their culture. Boarding schools have changed significantly in the last twenty years.

The historical legacy of the Indian boarding school, and the short and long term effects on Indian students, families, tribes and communities continue to be issues of significant importance and concern. The original "mission" of the Indian boarding schools was to assimilate Indian students into mainstream American society. It was accomplished at a tremendous price; namely, the disruption of the family and tribal support systems and the negation of a healthy, productive and adaptive Indian identity.

The original mission of the Indian boarding schools is no longer appropriate. Any new "mission" must seek to redress existing institutional policies and past wrongdoings. It must provide a secure and caring environment that prepares today's students for tomorrow's world.

Creating nurturing and supportive Therapeutic Residential Schools, will be an essential first component of this process. The greatest need is for a cadre of care givers who radiate self-respect and have genuine respect for children.

A formal education is not the primary mission of the Therapeutic Residential School. The prepotent need is to develop self-reliant, adjusting, responsible, adequately functioning persons who can benefit from the educational process. Good mental health practices must have an all pervasive influence in home living and educational programs, and health services.

Key ingredients of a therapeutic community are the attitudes of administrators, teachers, residential, and support staff. When personnel are positively motivated, concerned and eager to do what is "best for students," training can focus those energies to improve almost any child's status.

Emphasis will be placed on a "helping" community where home-living, classroom, and extra-curricular activities will provide a supportive and loving environment in which individual positive growth and life-skills learning will occur.

OVERVIEW

The seven Off-Reservation Bureau-Funded Residential Schools enrolled 2,623 students in 1994. Each school has a residential program and offers an accredited course of study by an approved accreditation agency; complies with required standardized testing and participates in the various supplemental academic and counseling programs.

The schools and grades they currently serve are:

Chemawa Indian School Salem, OR	9-12
Flandreau Indian School Flandreau, SD	9-12
Pierre Indian Learning Center Pierre, SD	1-8
Riverside Indian School Anadarko, OK	2-12
Sequoyah High School Tahlequah, OK	9-12
Sherman Indian School Riverside, CA	9-12
Wahpeton Indian School Wahpeton, ND	2-9

Off-Reservation Residential School students are either "at risk" or "very high-risk" students as a result of high unemployment, lack of housing, and alcohol, substance, and physical abuse in their home and community. These leading factors contribute to child physical and sexual abuse, abandonment, teen pregnancy, inadequate diet, youth gangs, etc.

Some students are placed by social service referrals, others are given boarding school placement as an alternative to a reformatory, while some have dropped out of public schools for academic reasons.

Most of these students have suffered sexual, physical, and emotional abuse; abandonment; and/or rejection; have been involved in self-destructive behavior, alcohol and substance abuse, and addiction; not to mention the academic problems they encounter.

Some student applications indicate that they have been arrested for the following unlawful infractions:

- disorderly conduct,
- minor-in-possession,
- consumption of alcohol by a minor,
- intoxication, huffing, sniffing,
- driving under the influence,
- curfew violations, runaway,
- un-governable, harassment, assault,
- parent abuse, sexual abuse,
- shoplifting,
- possession of stolen property,
- burglary, criminal complicity,
- violation of juvenile court probation,
- eluding an officer,
- making a false bomb report.

Supporting documentation shows some students are on probation from the juvenile court system. In addition, the scope of alcohol and drug abuse among entering students is monumental, 80% to 100%. Some students have a history of current or recent alcohol or substance abuse. Over 80% are from a home environment where one or both parents have been identified as having a drinking problem. At least 80% of our students are "children of alcoholics." We project a minimum of 40% are chemically dependent.

Children of alcoholics are disproportionately represented in juvenile courts, family courts, spouse and child abuse cases, divorce, and within populations plagued with psychological or emotional problems as adults.

STUDENT NEEDS

An overwhelming predominance of our Indian children come from low socio-economic families living on and off the reservations. Students are 6-21 years of age. All Tribes in the continental United States have access to and are served by the seven Off-Reservation Residential schools.

Administration, curriculum, and personnel problems are minor when the mental health of the individual is concerned. Solutions to, and attempts at solutions to students' mental health problems have most often been ignored. The depth and nature of the problem is evident when one considers students' statistics. Special social and emotional problems are profuse, and in many cases, require urgent attention. They may:

- be victims of birth defects;
- be torn between parents; being loyal to one, they arouse and feel the anger of the other;
- be deprived of emotional and physical support;
- avoid peer activities, especially in the home, out of fear and shame;
- learn destructive and negative ways of getting attention and dealing with problems;
- lack trust in anyone;
- lose sight of values, standards, and goals because of the absence of consistent, strong parenting, and;
- suffer a diminishing sense of self-worth as a significant member of the family.

In some Off-Reservation Boarding Schools, 100% of our students are social referrals admitted according to Bureau of Indian Affairs application, *social criteria* for admission:

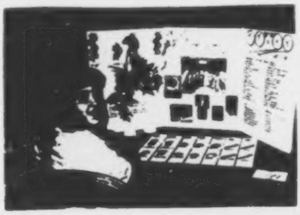
In his/her family environment, the student:

- was rejected or neglected,
- well-being imperiled due to family behavioral problems,
- has behavioral problems too difficult for solution by family or local resources,
- has sibling or other close relative enrolled who would be adversely affected by separation.

We have student bodies that are not ready to learn or cannot learn. They carry all these issues with them, and are overwhelmed with the baggage. Students suffer from withdrawal symptoms, flash-backs, attention deficit disorders, hyperactivity, fetal alcohol syndrome or its effects, severe depression leading to suicidal thoughts or attempts, etc.

These conditions manifest themselves in truancy, belligerence, vandalism, disrespect, theft, withdrawal, etc. Counselors are only involved with crisis counseling, and do not have time or the necessary skills for intensive therapeutic counseling.

Recent mental health screenings indicated increasing dysfunction in all areas investigated. The majority of students screened (approximately 95%) are reporting critical medical, social, mental and educational needs that have not and are not being met.



All studies clearly indicate that students' needs extend far beyond program or reservation boundaries, and are becoming more severe.

- Students are reporting more suicide attempts and thoughts than reported in past clinically significant screenings;

- Violent behavior, violent ideation and depressive behaviors are increasing. More students are indicating violent episodes and thoughts.

- More physical, mental and sexual abuse is being reported by the students, although little action appears to have occurred on the part of law enforcement and social services.

- Most students are more involved with drug and alcohol use. Frequency, pattern, amount, and severity of usage is greater. Abuse is more common.

- Students are reporting significant medical needs that have not been corrected. Many issues are life threatening and have not been followed up by medical staff - some have not been acted on at all.

- Social and family issues are epidemic. Extreme violence, alcohol and drug abuse, physical, mental and sexual abuse now seem to be students' family norms. There appears to be a serious breakdown in the provision of social services and child protection.

- Students are reporting more sexually active behaviors. Many students still do not use birth control or practice safe sex methods. Culturally relevant and effective methods of HIV education are vital within this population, due to the potential spread of AIDS with their partners, and future offspring. Additionally, if these young people are raped, their offenders are at risk as well as the offender's future victims.

- More students are indicating serious, binge-related eating disorders. Nutritional issues are more prevalent.

- Students are three years or more behind academically, and

- Students are not being provided necessary or appropriate medical, social and educational screening. Most student records do not contain needed information to determine appropriate services.

Social service staff do not provide needed data on students. They suspect students will not be accepted into an Off-Reservation Residential School where they may receive better services.

There is not a lack of awareness of identified problems facing Native American youth. Attempts have been made to correct some of the problems with varying degrees of success. However, current awareness of the high levels of pathology is of grave concern. These students are an extremely "high-risk" group of Native American adolescents that have critical psychological and social dysfunction.

The many psychological problems manifest in student behavior and attitudes, have brought many to recommend the Off-Reservation Boarding Schools be changed to Residential Treatment Centers.

Centers could be appropriately staffed with clinical personnel to deal with psychological problems. Highly trained teachers will provide compensatory assistance which could bring achievement levels closer to national norms, and allow a satisfactory preparation for additional post-secondary education (college or vocational school) or satisfactory employment.

Current BIA and IHS funding and programs, at Off-Reservation Boarding Schools, do not provide needed staff, programs or facilities to even marginally meet the needs of residential students.

Also, at current funding levels, BIA funded schools cannot meet urgent student needs for early childhood, enrichment, vocational education, school readiness, dropout prevention, and extended school year programs, all of which are required if Presidential goals are to be realized.

In the IHS service areas, there are 397,000 Indian children and adolescents. IHS funds only 17 mental health providers who are trained to treat children and adolescents. This is a ratio of one provider to 10,000 recipients.

APPROACH

Our long-term goal is for every child to be at home, in a loving, functional home. However, in many instances today, this is not possible. Therapeutic Residential Schools will give students the much-needed care, positive reinforcement, and a safe and secure environment.

Studies indicate that many boarding school students do not adequately adjust to an academic environment because of pressures and negative influences encountered in the home-living component, and from other support services. They become discouraged and unmotivated to excel in positive aspects of the educational program. Self-esteem declines and they experience frustration.

The seven Off-Reservation Residential Schools plan to rectify the problem by addressing the students needs. The schools will submit an

action plan to the Office of Indian Programs based on the following requirements:

- rewrite all residential job descriptions to raise the education and work experience requirements for all staff,
- provide intensive, regularly-scheduled residential and academic staff therapeutic "on-site" training throughout the school year,
- provide annual large summer therapeutic training sessions/workshops where residential staff can learn, interact, and network with other Off-Reservation Residential School staff,
- provide an upward mobility and recognition program for residential staff,
- provide line-item funding for mental health, educational, residential, and social services staff, training, and additional facility needs,
- develop appropriate student selection criteria, psychosocial evaluation, needs assessment, and individual treatment plan prior to students' arrival at school,
- develop a year-long program for "high risk" students,

- develop a transition services plan at the schools and home communities from all care providers.
- schedule planned meetings between residential, academic, mental health, professionals, counselors, and other interested parties on students progress.
- provide at least one on-duty staff member for every 10 students during the day and evening hours.
- provide one mental health professional for every 10 residence hall staff persons. Increasing the staff ratio would produce a major change in the behavior and performance of all residential students.
- integrate mental health programs throughout the entire school system to deal primarily with students' emotional needs.
- provide positive reinforcement, encouragement, and recognition to all students.
- notify parents, staff, and peers promptly of students achievements.
- provide more structured "free time" student activities with mentors, staff, and visitors.

STAFFING

The following therapeutic school's increased staff ratio, on the proposed shifts, should fulfill all residential student needs. This list is only representative, and does not limit or exclude other needed positions.

Physical/Mental Health Staff

2 shifts -- 6-2, 2-10	
Clinical Psychologist(s)	1:50
Behavioral Psychologist(s)	1:50
Child Physiciatrist(s)	1:50
Counselor(s)	1:50
Substance Abuse Specialist	1:50
Nurse(s)	1:50
Medical/Health Trainer	1:50
Obstetrics/Pediatrics, one staff	1:50
General Practice, one staff each shift 6-2 & 2-10, 1:400 at 10-6	1:50
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Dietician 2 shifts -- 8-2, 2-10	1:500

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2 shifts -- 6-2, 2-10	
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Custodial Staff for isolation "safe" room	1:2
Home/School/Community/Tribal, one person	
Legal Liaison Aide, one person	

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1 shift -- 2-10	
Aides, Coaches, & Trainers	1:40

Academic Staff

2 shifts -- 8-4, 4-12	
Curriculum Director	1:500
Cultural Curriculum Coordinator	1:500

EVALUATION

- Tie back to measuring results/benefits expected
- Quarterly Progress Reports
- Regular reassessment of Individual Student Progress
- Data compiled into annual report
- Standards Board
  - BIA
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- External Evaluation

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Albuquerque - Headquarters West

RECOMMENDATIONS:

- Update the mission of the off-reservation residential schools.

- **Move decisively now** to get on with the large scale **RESTRUCTURING of our residential school programs** which is required to meet the educational, physical, spiritual, social, and emotional/mental health needs of our students.

- **Begin implementation of the Therapeutic Residential Community School Model** at each off-reservation residential school which elects to become a Therapeutic Residential Community School.

- **IHS and BIA work as equal partners** on the same residential school campus with the **holistic goal of healing and educating students.**

- **IHS coordinate, and provide technical assistance and support** with the development, implementation, and maintenance of a **mental health program component** to be integrated into the residential schools' academic and homeliving programs.

- The current staffing of human services professionals is inadequate to meet the needs of the students. Both IHS and BIA staffing is inadequate to meet the needs of the current population or national standards of care for child and adolescent care facilities. Medical, mental health and social health staff are keenly missed. **Both IHS and BIA need to work on providing a reasonable level of professional staff** that would be somewhat comparable to either state or private facilities.

- **BIA and IHS develop and implement an effective interagency triage system or assigning the child or adolescent to the provider, either BIA or IHS, with skills most appropriate** to the problem. Residential school and dormitory staff need to be trained and supervised on what problems they can handle themselves, and which problems, such as the suicidal student, need referred to a professional on an immediate basis. Likewise the skills of the professional are not used efficiently if simple "counseling" on matters such as academic performance or adjusting to dorm life are an issue, without any complicating factors.

- **IHS and BIA develop and implement an interagency system or mechanism for providing technical supervision** (as opposed to administrative supervision) **to dormitory staff**. In providing this technical supervision, cases are reviewed and teaching takes place between the professional and paraprofessional therapists or counselors.

- **Both IHS and BIA provide an ongoing training program** for residential school staff on the operation of a Therapeutic Residential Community School.

- **BIA and IHS establish a system or mechanism for greater administrative interaction to work effectively together based on shared goals**, objectives and methods for ultimate success in the joint operation of a mental health component for students attending residential Indian schools.

- Preliminary studies indicate there is a critical need to **restructure the current boarding school system to better serve the needs of today's student.**

- It is our recommendation that the subcommittee acknowledge this need and support a request for Three and One-Half Million Dollars ($3.5M) each year for the seven (7) off-reservation boarding schools to begin the implementation of the Therapeutic Residential Model.

  Our budget request of Three and One-Half Million Dollars ($3.5M) per year for the seven (7) schools has been based upon fiscal information provided to us from the Chief-Mental Health Programs Branch, Indian Health Service. (Please refer to the following page.)

test.2

6/9/94

AVERAGE COSTS FOR MENTAL HEALTH RELATED STAFF

Psychiatrist	$80,000-$100,000 per year
Psychologist	$45,000-$65,000 per year
Social Worker	$25,000-$40,000
Nurse	$25,000-$35,000
Mental Health Technician	$15,000-$20,000
Contract Psychiatrist	$800-$1,000 per day

- For every 100 students you should get one (1) day per week of psychiatric care.
- Should have one (1) Mental Health related staff person per fifty (50) students.
- IHS uses an average of $50,000 per related Mental Health staff when compiling a staff budget for a Mental Health Program.

Information provided by:

Chief Mental Health Programs Branch

The Mission - Draft/Adopted

We, the members of CERIS, the Consortium for Effective Residential Indian Schools, will advocate, support and sustain all specialized multi-disciplinary programs and services from early childhood through post-secondary that meet the unique and changing needs of American Indian/Alaskan Native students who come from diverse multi-cultural backgrounds.

The Consortium for Effective Residential Indian Schools (CERIS) serves the unique and diverse needs of American Indian/Alaskan Native Students drawn from 50 states and accessible to over 500 tribes. Members currently represent five schools: Chemawa Indian School, Salem, Oregon; Flandreau Indian School, Flandreau, South Dakota; Riverside Indian School, Anadarko, Oklahoma; Sherman Indian School, Riverside, California; Wahpeton Indian School, Wahpeton, North Dakota.

The Consortium formed in February 1992, at Hampton University, Hampton, Virginia, and we created and are committed to the following Mission Statement and goals:

It was the consensus of the group at the July 1992 meeting in Reno, Nevada, to change and to reprioritze the Goals of CERIS as follows:

GOALS

1. CERIS will define, promote, and secure equitable funding at a level to provide quality education and residential living to address diverse and cultural student needs

2. To explore and develop alternative programs that will expand the educational, social, cultural, spiritual opportunities to meet the unique student needs of the Off-Reservation Residential Schools.

3. To enhance all efforts that promote productive and purposeful interchanges with key stakeholders including Tribes, Bureau of Indian Affairs Offices, Congress, state, federal agencies, and local communities.

4. In concurrence with the ORBS, negotiate MOA's with Indian Health Services (IHS), Tribal, BIA, and IHS Social Services, and with other federal and non-federal health and human services to meet the unmet health and social needs of American Indian students attending off-reservation boarding schools.

5. CERIS will initiate staff development for all school personnel in Bureau funded and operated dormitory programs and will initiate staff development to promote understanding and appreciation of common traditional values and standards of all American Indian and Alaskan Native students with the involvement of community elders.

6. To develop purposeful, proactive quarterly CERIS meetings co-chaired by one board member and one administrator representative in concert with the OIEP Director's designee who will establish agendas, maintain interactive communication with, and address concerns of, member CERIS schools.

7. To promote activities that will develop positive relationships between the Off-Reservation Residential Schools and the tribal and non-tribal communities they serve.

8. To create and maintain effective, efficient, and cooperative networks with all Bureau funded Boarding Schools.

9. To promote and advocate for policies and actions for quality maintenance, use and new construction of facilities that support the educational and social needs of students of the ORRS.

INDEX

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B. American Academy of Pediatrics (AAP), **Executive Summary Report, A Survey of the Health Status and Health Needs of Native American Children Attending Four Boarding Schools, 1980.**

C. BIA Funded Off-Reservation Boarding Schools (ORBS) **Summary of Major Findings on ORBS from Monitoring and Evaluation.**

D. BIA/IHS Joint Committee on Children's Issues, January 1, 1987, Portland Area Bureau of Indian Affairs/Indian Health Service, **Initial Report.**

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F. Bureau of Indian Affairs, Office of Indian Education Programs and the National Federation of Federal Employees, **A Study of Student Enrollment and Retention Patterns in Off-Reservation Boarding Schools,** October 1988.

G. Chemawa School Staff Members, **Institutional Needs Statement - Chemawa Indian School,** May 1989.

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V. **Special Subcommittee** on Indian Education of the Senate Committee on Labor and **Public Welfare,** Indian Education: **A National Tragedy - A National Challenge, 1969.**

W. Study Report by Lawrence M. Shadbolt, Jr., November 30, 1987, **A Mental Health Promotion Program - Chemawa Indian School.**

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Y. **Use of Smokeless Tobacco Among Indian Youth** in three areas in Washington, Neah Bay, Colville and Ferndale, study conducted by the Northwest Area Indian Health Board, May 1987, Roberta Hall, Dr. Don Dexter, Tom Jones, Helen Berg, Pam Bodenroeder, Delores Riding In and Doni White.

Z. Wosick, Beth Tjon, Administrator, Institutional Child Protection Services, North Dakota Department of Human Services, May 23, 1990, **letter to Superintendent Chief, Wahpeton Indian School** listing two recommendations of the State Child Protection Team: 1) A . . . ratio is suggested at no less than one staff person to every 15 (and preferably 10) students, and 2) there is a need for the Wahpeton Indian School to critically review its boarding care component.

AA. Wosick, Beth Tjon, [see above], March 12, 1992, **letter** to Byron Dorgan, House of Representatives, **stating a nature of [alleged child abuse or neglect] reports reflect a picture of the School's chronic struggle to deal with issues of staff training, unmet counseling and treatment needs, adequate supervision of students in its boarding care, and an apparent warehousing of students at Wahpeton Indian School, who exhibit rather severe emotional and psychological disturbances.**

May 3, 1993

Gilbert Robertson
Board Chairman, PILC

Dear Gilbert:

There is a desperate need for Regional Long-term Mental Health Treatment Centers for severely emotionally disturbed Indian youth. Indian tribes, the Bureau of Indian Affairs, Indian Health Service, and the Tribal Court systems throughout the country, must get together and start addressing the serious emotional/behavioral problems plaguing so many of the young Indian children today.

As the superintendent of an off-reservation boarding school in South Dakota for the past four years, I have seen significant changes in the type of students that are sent to us each year. Usually these are the students with severe emotional and behavioral problems that the tribal schools, BIA schools, and public schools on the reservations cannot or will not tolerate. This has to reflect upon the all the negative changes which is taking place in the home environments and communities.

According to Dr. Judson B. Reaney, behavioral/developmental pediatrician, who has been a consultant at the Pierre Indian Learning since 1980, the mental health diagnoses of children sent to the Pierre boarding school, which serves children from the 15 tribes in North Dakota, South Dakota, and Nebraska, has become increasingly more severe and more complex. It is not unusual for the boarding school to get referrals from social service agencies or tribal courts to take children who have just been released from jail or from an acute brief psychiatric hospital. In addition, Dr. Reaney says that there has been a concomitant increase in children who have very tragic social histories and inadequate family support. The histories frequently include significant loss issues from parental deaths, multiple foster home placements, parental alcoholism, family violence, child abuse, and parents who were young teens when they gave birth to the children who are now preteens and teenagers and are now having babies themselves. This negative lifestyle cycle must be broken if Indian people are to survive!

Most BIA , tribal, and public schools on reservations view boarding schools as dumping grounds for unmanageable students with severe emotional and behavioral problems. Also, the boarding school is frequently seen by social services, law enforcement, and the courts as being a resource for children who previously would have been treated in a residential treatment facility or in a juvenile correctional facility. These have never been roles for a boarding school, and boarding schools are not in a position to treat seriously emotionally disturbed children on a long-term basis or to act as a correctional facility. What usually happens is the boarding schools end up being a temporary "holding tank" to temporarily contain behaviors for these troubled youth until they go back to their home communities over the summer. They do not provide a long-term solution to these children's problems.

The types of severe problems that Dr. Reaney increasingly sees include major depressions, sometimes associated with suicidal behaviors; conduct disorder, often with marked aggression and rage; fetal alcohol syndrome and its associated behavioral problems; post traumatic stress disorder as a result of extreme cases of physical and sexual abuse; reactive attachment disorders in children who have been abandoned, neglected, or been in multiple foster placements; and occasionally some children with schizophrenia. Under the best of circumstances, many of these conditions would be difficult to treat on an out-patient basis. The children who are referred to the boarding school have generally failed standard forms of treatment and are candidates for longer-term residential treatment programs which are not available to them.

Private long-term treatment centers for young people with the above mentioned disorders cost anywhere from $1000 to $1500 per day. Most tribes and social service agencies just cannot afford to place students in private institutions....but even if they could, most of these facilities often have a long waiting list. As a result, these problem kids do not receive the help they need to help them function as normal citizens.

I included the tribal courts as one of the groups that must become involved in addressing the need for establishing Regional Treatment Centers for young Indian students because, ultimately the majority of these problem children end up in their courts. When the courts become involved the child is sometimes placed in an adolescent center or some type of state correctional facility, if there are vacancies. In alot of instances the child is merely placed on unsupervised probation and placed back into the same environment which was the sole cause of the child's problems to begin with. More than likely this dysfunctional child will assume the role of living an unproductive lifestyle which involves drugs, alchohol, and welfare; and those that have children at at a young age often continue the cycle of neglect and child abuse.

To break this negative cycle tribal and community leaders are going to have to look pass economic development and gaming issues for awhile and start thinking about supporting and enforcing the prevention programs established to minimize the number of children who suffer from serious emotional disturbance. This would include programs that support families, decreasing teenage pregnancy, decreasing alcohol use during pregnancy, intervening in child abuse and domestic violence, and providing educational and economic opportunities that give hope to children. In the meantime, we cannot neglect the children who already suffering.

The advantage of the the regional approach would be the coordination of efforts and funding between tribes from several states, several Area Bureau of Indian Affairs and Indian Health Service areas, along with schools, courts, and state agencies.

If and when plans for Regional Treatment Centers becomes a reality, tribes cannot start thinking about how and why such a facility should be located on their reservation. Because of the type of personnel required to provide treatment (behavioral & developmental pediatricians, child psychiatrists, psychologist, clinical counselors, etc.) the centers would almost have to be located in a metropolitan area. It would be difficult to get these highly skilled professionals to relocate to a reservation, especially when they are in such big demand all over the country. Locating these treatment centers in a large city would allow for good staffing and treatment resources. Overall, it would provide adequate long-term treatment for children who have serious emotional problems and truly treat those problems rather than contain them until they break out in young adulthood.

Please understand that I am not suggesting that the problems identified in this article are restricted only to reservations and Indian children. Also, it was not my intention to lead anyone to believe that all students attending boarding schools have been victims of abuse and neglect and have serious behavioral and emotional problems as a result. Basically, a large percentage of the students are sent to us because their parents can't provide for all their needs and feel that they would be better off at a boarding school. In addition, I am sure that tribal, BIA, and public school administrators will tell you that just a small percentage of the emotionally troubled students are ever removed from their schools.

Sincerely,

Darrell F. Jeanotte
Superintendent, PILC

We have spent
30,000 your
[illegible]

United States Department of the Interior

BUREAU OF INDIAN AFFAIRS
Portland Area Office
911 N.E. 11th Avenue
Portland, Oregon 97232-4169

IN REPLY REFER TO

COPY FOR YOUR INFORMATION

October 4. 1991

Dr. Eddie Brown
Assistant Secretary. Indian Affairs
Mailstop 4140-MIB/Code IA/00
1849 C Street NW
Washington. DC 20240

Dr. Everett Rhodes
Director. Indian Health
Park Lawn Bldg.
5600 Fishers Lane
Rockville. MD 20857

Gentlemen:

Report on Mental Health Needs of Native Americans in Off-Reservation Boarding Schools and Home Environments.

This report is being sent directly to you because of the significant nature of the epidemic problems of Native American Youth attending off-reservation boarding schools (ORBS) from all reservations. These problems are not the result of attendance at ORBS. They are the result of many issues not being responded to appropriately by agencies at the student's reservation and in their homes. Further, the issues of service provision and solutions are not within the domain of one agency, division or program. All areas of service must be impacted for appropriate service provision. This includes services being provided by the Bureau of Indian Affairs (BIA) and Indian Health Service (IHS) at off-reservation boarding schools.

After consultation with Dr. Deloris Gregory. Chief. Mental Health Programs for the Portland Area Indian Health Service. and other IHS and BIA professionals. it was my professional opinion that this information should be provided to you directly rather than through the numerous division and program administrators. It is recognized that administrative decision making and planning must occur at your level. in consultation with the directors of the various programs. to respond to these multifarious issues for the next and subsequent fiscal years.

During the summer months of 1991. Chemawa Off-Reservation Boarding School established an interagency committee to develop a plan of services and programs that could respond to the identified needs of students attending Chemawa. This was a continuation of efforts initiated at Chemawa in 1987 to identify and provide better services. such as the current alcohol and drug program at Chemawa. Members of the committee consisted of personnel from the Portland Area Office of Indian Education. the Portland Area Indian Health Service and BIA/IHS staff at the Chemawa Indian School and Health Clinic.

Based on the identified needs of current students, it was determined that a joint model dormitory program should be developed. Initially the program is being designed to provide service for twenty (20) students identified as most in need as determined by a joint screening committee. Other students will be provided service as needed staff are employed, training of current staff is completed and funding for the program is identified. Initial funding for staff is being provided by IHS Mental Health Programs and BIA Special Education funding. All students in the initial program will be high service emotionally disturbed students in special education. Their placement in this program is the only option other than institutional placement or to return home with no services.

Responding to these issues on September 12-19, 1991, an Interagency team from the Portland Area BIA and IHS and Chemawa provided a comprehensive school-wide Mental Health Screening of 280 students from ages fourteen (14) through twenty-two (22). The team was comprised of psychologists, psychiatrists, nurses and educational personnel from the two agencies. This screening responded to the recognition by Area and Chemawa BIA and IHS staff and past studies that students attending Chemawa were increasingly experiencing mental, physical, social and educational problems that could not be met with existing services and staff.

The purpose of this screening was to determine the major areas of need for students attending Chemawa in order that a program of services could be designed to better meet the identified needs. Areas of investigation included mental and physical health, social environments and educational needs, with mental health being the primary area of concern.

The screening categories consisted of depression, violence, suicide (attempts and ideation), drinking and drug abuse, sexual attitudes and involvement, social support and family environment, medical attributes, educational abilities and attitudes, nutrition. Other information was gathered concerning stressful life events and other related psychosocial correlates.

While the survey provided to the students is not exhaustive, it is clear that the issues identified from the data is a true definition of student population needs at Chemawa and in the BIA's boarding school system. The preliminary findings indicate increasing dysfunction in all areas investigated and that services from both agencies are not being appropriately provided. The majority of students screened (approximately 95%) are reporting critical medical, social, mental and educational needs that have not and are not being met.

The data from the mental health screening collaborates other valid studies completed on this population in the past ten (10) years. All studies clearly indicate the needs of the students extend far beyond the boundaries of any program or reservation and are becoming more severe. The lack of these appropriate services from all programs, provided directly by the IHS or BIA, or contracted, whether they be medical, social and mental health, educational, or law enforcement, border on criminal neglect. It is also true that Chemawa and other Off-Reservation boarding schools and IHS clinics are receiving students that they cannot possible serve with existing funding and staff.

The results of this screening are not complete as newly arriving students are being screened and the data must be compiled. This data is being summarized and will be provided to you within two months. I am including in this report studies completed in 1987 by Dr. Dinges. that investigated similar areas. and Mr. Shadbolt's study completed at Chemawa in 1988. for your review. Studies completed at Stewart Indian School in 1979/80 and in Washington State in 1990 are available from the Indian Health Service. Office of Mental Health Programs.

The following is a brief description of current results:

(1) Students are reporting more suicide attempts and suicidal thoughts then reported in past clinically significant screenings:

(2) Violent behavior. violent ideation and depressive behaviors are increasing. More students are indicating violent episodes and thoughts:

(3) More physical. mental and sexual abuse are being reported by the students. Most of these have been reported although little action appears to have occurred on the part of law enforcement and social services.

(4) Most students are more involved with drug and alcohol use. Frequency. pattern. amount and severity of usage is greater. Abuse is becoming more common.

(5) Students are reporting significant medical needs that have not been corrected. Many issues are life threatening and have not been followed up on by medical staff. some have not been acted on at all.

(6) Social and family issues are epidemic. Extreme violence. alcohol and drug abuse, physical. mental and sexual abuse now seem to be the norm of the student's families. There appears to be a serious breakdown in the provision of social services and child protection.

(7) Students are reporting more sexual active behaviors. Many students still do not use birth control or practice safe sex methods. Culturally relevant and effective methods of HIV education are vital within this population due to the potential spread of AIDS within the young population. their partners and their future offspring. Additionally. if these young people are raped. their offenders are at risk as well as the offenders future victims.

(8) More students are indicating serious. binge-related eating

disorders. Additionally, nutritional issues are becoming more prevalent.

(9) Students are three (3) years or more behind academically.

(10) Students being sent to Chemawa are not being provided necessary, or appropriate medical, social and educational screening. Most students records do not contain information needed to determine appropriate services.

While this list does not include all areas of need, it does give you a sobering indication of the treatment needs of students being sent to Chemawa and other Off-Reservation boarding schools. Even if students are over-reporting difficulties, the needs are still epidemic. There is not a lack of awareness of identified problems facing Native American youth. This has been known for some time, as attempts have been made to correct some of the problems with varying degrees of success. However, the current awareness of the high levels of pathology is of grave concern. The population of students attending Chemawa and other Off-Reservation boarding schools is an extremely high-risk group of Native American adolescents that have critical psychological and social dysfunction. Trupin's comparative study of overall serious emotional disturbances in American Indian youth in Washington State verifies that Native American students are experiencing serious emotional disturbances.

Nonetheless, the current funding and programs, both in the BIA and IHS, at ORBS, do not provide needed staff, programs or facilities to even marginally meet these needs. Distinct ORBS programs need to be developed with appropriate staff and funding to provide needed treatment to overcome these problems as much as possible. This can not be done with current funding mechanism and philosophy.

This is true of programs on reservations nationally. In the past, lack of awareness of epidemiology of identified problems and extraordinarily high levels of pathology of students has caused condemnation of BIA educational programs and resulted in current attempts to close the off-reservation boarding schools and associated IHS facilities. At the same time little or nothing has been done to increase appropriate services on reservations, resulting in reduced program services to adolescents in need.

As a result the various reservations send students to off-reservation boarding schools as they do not have necessary programs or staff. Social service staff do not provide needed data on students as they suspect students will not be accepted into an ORBS where the students may receive better services. At the same time, ORBS accepts these students without needed information as funding is based on student count. Everyone in this cycle knows that most of these students will not receive needed services, that the majority will leave, or be dismissed from school (55%-65%); and that they will return home to the same dysfunctional families and inadequate environment. These same students will still not receive needed medical, mental, social and educational services. They will not have, nor will they have received, the emotional support and environmental structure necessary to promote behavioral adjustment.

Some positive efforts are being made by the BIA and IHS to isolated portions of these problems by targeting drug and alcohol, suicide and other educational, mental and social health issues. However, a fragmented approach will not likely overcome the epidemic dysfunctions being faced. A coordinated effort is needed that will utilize all current services while expanding interagency efforts to overcome this problem. This includes the acceptance and utilization of ORBS as interagency alternative psycho-educational treatment facility that provides holistic psychological, social, medical and educational services.

As noted above, efforts have been made in the past several years to close ORBS. While ultimately that is a desirable goal, my professional opinion is that are insufficient services on reservations and in Alaskan Native communities to justify this. What is needed is exactly what the BIA and IHS are attempting to do at Chemawa. This new program is being designed to provide holistic mental, physical, social and educational services for the identified population. Additionally, it will impact all levels of service delivery including home-based and transitional services to and from home reservations.

Redefining and developing interagency services and interfacing these with local community programs is a logical step to services being provided. The following are recommendations for your consideration regarding positive approaches and options that can create an interagency service model to reduce the significant difficulties facing young Native Americans. While some of these recommendations are not new, they are still appropriate for services needed:

> (1) Designate Chemawa as an "Off-Reservation Alternative Boarding School (ORABS)" that recognizes that students have needs that cannot be met by either the BIA or IHS alone. The provision of an alternative program operated conjointly by the BIA and IHS utilizing a formal interagency agreement is appropriate and will be able to provide services that neither alone could. A formal interagency agreement would represent our identification of student problems and would provide a needed program and staff response.

(a) The BIA would provide educational and vocational services based on student's educational needs.

(b) The BIA and IHS would conjointly provide homeliving services via a formal interagency agreement with professional staff and Para professional staff trained to work with adolescents with the identified educational. mental. social and health needs.

(c) IHS will designate Chemawa as a school health facility and staff would be provided for adolescence services. or staff in the Western Oregon Service Unit will be identified specifically for Chemawa from all departments. Staff will be available twenty-four hours per day.

(d) Chemawa will become a closed campus and fence will be placed around the facility. No one would be allowed in without appropriate authorization. Students, would be allowed off campus with a pass.

(2) There have been positive efforts made in the past two years by the BIA and IHS to some of the identified problems. by targeting drug and alcohol. suicide. educational need. and mental health and social, service issues. But limited funding due to the BIA ISEP funding mechanism simply does not provide sufficient fiscal support.

The ISEP formula does not take into account the needs of ORBS students or programs. While the formula may work reasonably well for day schools. it does not begin to meet funding needs of dormitory programs providing education and homeliving services to students at risk. What is needed by ORBAS is a new funding mechanism. based on a submitted budget developed by each ORBS that would become a line item of the budget submitted annually to Congress. This funding mechanism would provide a realistic budget that would allow for needed staff and redefining of the ORABS service model to more appropriately meet student needs.

The provision of a line item funding mechanism would provide a more realistic approach to needed services and would effect communities as well. This would allow:

(a) Professional educational. homeliving. mental health. and social services staffing according to students needs:

(b) Development of appropriate student selection criteria and appropriate planning for students prior to arrival at school:

(c) A year long program for students in need:

(d) Needed mental health and social services: and

(e) The development of needed transition services at the schools and home communities from all care providers.

(3) Funding for IHS clinical services at ORABS should have a separate budget and funding sources from other community programs. All funding identified for mental health dormitory programs should be provided to these dormitory programs for staff and services.

(4) Existing services, and those being developed, such as the alcohol and drug program now at Chemawa, suicide prevention programs, therapeutic recreation programs and transition services, will all be incorporated in the alternative program being proposed.

(5) The screening project conducted at Chemawa to include:
- (a) Other ORBS:
- (b) BIA and Tribal Boarding Schools: and
- (c) public and private schools on reservations if possible.

This will allow for the development of a standardized screening instrument to identify student needs and orient local program efforts. This should be completed by cost sharing between IHS and BIA.

(6) Social workers will be provided at all ORBS to provide needed case summaries and needs assessments. These Social Workers can also be utilized as case managers that can begin to develop transition services from community to programs and back. Social workers on reservations and within communities will also be identified on reservations for similar purposes. All BIA and IHS P.L. 93-638 contracts for these services on reservations will contain statements in the scope of work to ensure coordination of these services.

(7) BIA/IHS, Tribal and Contract Law Enforcement. Social

Services. Medical and Mental Health and Educational agencies need to develop a coordinated effort to deal with the amount of reported abuse. It appears there are many cases not being acted on. and Child Protective Teams are not being effective. It is hoped that this summary and these recommendations. while not exhaustive. will provide you with information to formalize a plan of action to respond to the identified needs. If you have further questions or desire to discuss these recommendations further. please contact me at (503) 230-5682 or FTS 429-5682.

Sincerely.

Dr. Carl Cooley
Area Psychologist

Enclosures: 1. Indian Adolescent Mental Health Screening Project
2. A Mental Health Promotion Program

cc: Ed Parisian. Director. OIEP
Ron Edan. Acting Deputy to the Assistant Secretary. Indian Affairs
Dave Hickman. Chief. Social Services
Keener Cobb. Chief. Branch of Exceptional Education. OIEP
Dr. George McCoy. Deputy Chief. Mental Health. IHS
Dr. George Brenneman. Chief. Maternal & Child Health. IHS
Stan Speaks. Area Director. Portland Area Office

Submitted to
United States Senate
Committee on Indian Affairs
Washington, D.C.
June 10, 1994

STUDIES, REPORTS, NEEDS ASSESSMENTS OFF-RESERVATION BOARDING SCHOOLS BUREAU OF INDIAN AFFAIRS

Submitted by
Gerald J. Gray
Superintendent
Chemawa Indian School
Salem, Oregon

A ROUNDTABLE CONFERENCE ON INDIAN ADOLESCENT WELLNESS IN A HOLISTIC CONTEXT

A CONSENSUS STATEMENT
FINAL REPORT

[illegible]
[illegible] Health Service
[illegible] Maryland

THIS REPORT IS AN INDEPENDENT STATEMENT OF THE ROUNDTABLE GROUP AND IS NOT A POLICY STATEMENT BY THE INDIAN HEALTH SERVICE OR THE FEDERAL GOVERNMENT

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INTRODUCTION

The Indian Health Service (IHS) Office of Planning, Evaluation, and Legislation (OPEL) initiated a series of "Roundtable Conferences" to address contemporary Indian health issues. The IHS brings together experts in from the community, clinical, academic, and health policy settings to examine important, topical, and controversial issues related to Indian health issues. On November 6 and 7, 1991, a group of experts in the area of Indian adolescent health and wellness gathered in Rockville, Maryland, for the Roundtable conference on "Indian Adolescent Wellness in a Holistic Context." Participants represented a broad spectrum of experience and perspectives. The discussion was lively and over the course of 2 days, the group produced the consensus statement described in this final report.

The IHS adapted the consensus statement model from the National Institutes of Health (NIH). The NIH has used this method of consensus building among health science professionals in developing standards of care and generating guidance in the health field. Though the issues examined by the IHS Roundtables are of a health policy nature rather than a clinical nature (as in the NIH context), the process is the same. It is intended to be a means of bringing together a variety of perspectives and forming a statement of consensus on controversial topics of concern to the IHS. A consensus statement does not require that the group reach consensus on the issue. Rather, the consensus statement is supposed to describe the overall position of the group, including descriptions of disagreement or dissent.

As the first order of business, the Adolescent Health Roundtable participants refocused the mission of the roundtable from "Adolescent Health" to "Adolescent Wellness." There was agreement among the participants that the term "health" is too often defined with statistics of morbidity and mortality indicating the absence of health. The group took the position that Indian adolescent wellness is much more than disease and death statistics; the wellness of Indian adolescents is very much influenced by other aspects of family and community life. Understanding the historical, cultural, spiritual, and psychosocial factors affecting Indian adolescent wellness was the foundation for this Roundtables' consensus statements.

CONSENSUS STATEMENTS
REGARDING
INDIAN ADOLESCENT WELLNESS IN A HOLISTIC CONTEXT

The following statements were developed by the Roundtable participants and reflect the major areas of priority:

1. DATA AND INFORMATION SYSTEMS:

The Roundtable participants were concerned that the current method of describing Indian health data eliminates a means to examine adolescent health and wellness, without requesting a special computer run. The IHS data divides the adolescent population down the middle. All age specific data in the IHS Trends Book (an annual report on Indian health data) break age categories between ages 5-14 years and 15-24 years. The Roundtable felt strongly that the IHS should initiate a change in its standard method of reporting age breakouts, so that the health status of adolescents could be better examined and understood. While the group did not arrive at a specific age range which defines "adolescent" years, numerous suggestions were made; generally, the ages covered were between 10 and 20 years, depending on emotional growth and development. The Roundtable agreed that the quality of data was of primary importance to secure the necessary priority attention and funding to address health issues. Specifically, the following recommendations were made:

A. Better data on Indian adolescents is needed. The IHS should immediately remedy its data reporting system to better display existing data by age to accurately describe the adolescent years of life.

B. The IHS should train local level communities in data collection, use of data, and data retrieval analysis. The IHS should develop the public health capacity of tribes and Indian communities to better use and apply the data. This will in turn build better programs for Indian adolescents.

C. Regional analysis of Indian adolescent data should be required to better allow for targeted prevention and intervention efforts. National data often masks local or regional problems.

D. Evaluation and replication of quality adolescent programs should be initiated. A means for quality evaluation and documentation of successful models is needed to acquire funds needed to continue efforts in Indian adolescent wellness.

E. A clearinghouse is needed so that tribes, Indian organizations, and urban Indian communities can access current research data, innovative models, seek out technical assistance, and share resources and information regarding Indian adolescents. Competition for limited funding often contributes to decreased sharing.

F. Research on Indian adolescent health should lead to Services and Solutions and not be isolated and meaningless to Indian adolescent populations. The IHS should take a policy position to require all research to be connected to the development or improvement of services to the Indian population.

2. INTENTIONAL/UNINTENTIONAL INJURIES (Homicides, Suicides, Injuries):

The Roundtable participants recognized that Indian youth are at the greatest risk for death or injury due to violent accidents and intentional injuries. For this reason, a focused effort on this age category by the IHS and other concerned agencies is necessary. It was pointed out that the IHS limitations on emergency medical response care has a disproportionate impact on Indian youth. For example, the lack of ambulance services in rural remote communities is a hardship for all Indian patients, but it has a disproportionate impact on Indian adolescents who are more likely to be involved in serious car accidents. Emergency response could make the difference between survival or death for many Indian teens each year. Specifically, the Roundtable made the following recommendations:

A. Comprehensive prevention campaigns targeted at Indian adolescent intentional and unintentional injuries is needed to make a difference in increased mortality. The IHS and Indian communities should focus prevention on all three levels:

- Primary: Seek no injuries through information and education campaigns. For example: Students Against Drunk Driving (drink/drive).

- Secondary: Emergency Medical Services (EMS) are needed in rural Indian areas; the IHS should take a lead in developing those services.

- Tertiary: Rehabilitation services for Indian teens with permanent or long-term injury is needed. Currently, the IHS has no national program, but depends upon local initiatives to meet this need.

B. The IHS needs to respond quickly when suicide clusters are developing in Indian communities. The IHS should initiate a program to identify those at highest risk for suicide and intervene in a meaningful way. The IHS should incorporate into its prevention effort recent research by Grossman, et. al., regarding risk factors for teen suicide. Specifically, these risks are: 1) a history of mental health problems; 2) alienation from family and community; 3) having a friend who attempted suicide; 4) weekly consumption of hard liquor; 5) a family history of suicide or attempts of suicide; 6) poor self-perception of health; 7) history of physical abuse; 7) female gender; and 8) sexual abuse.

C. Indian Child Welfare Act (ICWA) authority administered by tribes, Indian organizations or the Bureau of Indian Affairs (BIA) need to coordinate more efficiently with the IHS on matters of child abuse and child protection. The protection of children should be top priority. The IHS should develop a more effective surveillance system to evaluate the prevalence of domestic violence, including child neglect, physical, emotional, and sexual abuse, and its impact on adolescent health.

D. The IHS, in consultation with tribes and Indian organizations serving Indian adolescent populations, should initiate a means to thoroughly analyze the University of Minnesota (U of M) Adolescent Health Survey comprehensive data to better understand and address Indian child abuse issues and its long term effects on Indian adolescent mental health and wellness.

E. According to Roundtable participants, violent rape, rape while intoxicated or unconscious, and child sexual abuse, are common experiences of female and male Indian adolescents. Despite anecdotal information common among tribal and urban providers of care to Indian adolescents, there is absolutely no data which addresses Indian teen rape. Surveillance of Indian teens through intake or other instruments is needed to better assess this type of violence.

3. MENTAL HEALTH:

The Roundtable participants were in agreement that a stigma exists around mental health services; this stigma should be addressed. The IHS, tribes, and Indian organizations need to become more creative and culturally sensitive when attempting to address the mental health needs of Indian adolescents. Specifically, the Roundtable makes the following recommendations related to mental health:

A. Adolescents do not go to providers of mental health to talk. The IHS system places too much emphasis on 1 to 1 "encounter" and needs to refocus on the power of "groups" and cultural activities. The group process can be a safe way for adolescents to begin to talk about their experiences and pain. Peer support groups can work with adolescents and are more meaningful in many ways than the traditional 1 to 1 authority-based counseling approach. In addition to groups, cultural ceremony and ritual rebuilding can provide structure to rebuild faith and trust. Traditional medicine people must be brought into the mental health care system, whenever appropriate.

B. Developing services for Indian adolescents must incorporate the ongoing input and involvement of Indian adolescents themselves. They know what the problems are (incest, violence, and alcoholism in the community) and are more willing to break the denial process than adults are about these and many other issues. Adolescents are also less likely to be swayed by the politics of jurisdiction in developing innovative approaches.

C. The Roundtable strongly recommends that the IHS and the National Indian Health Board (NIHB) seek consultation from traditional Indian people and spiritual leaders on ways to improve cultural/spiritual values in the delivery of health care. To accomplish this, it is recommended that the IHS support a special national gathering to discuss with tribes and Indian leaders the topic of traditional Indian values, traditions, ceremony and ritual, as a means to foster improved health for all Indian people. The Roundtable feels this effort will benefit efforts to improve Indian adolescent mental health, as well as other ages.

D. The IHS, tribes, and Indian organizations should look to schools as a means to get needed help to Indian adolescents in-need. While it was recognized that many of the most in-need adolescents will not be in the classroom, the Roundtable identified the school as a primary vehicle to disseminate information, and to identify Indian children at risk.

E. The "Systems Child" has no family base, is in and out of court, is in and out of foster homes, boarding schools, on the streets, and is the hardest to reach. Since systems children are so hard to reach, and able to manipulate the system, they are often written off as un-treatable by community workers and the system which is supposed to help them. The IHS, tribes, and Indian organizations need to recognize and find ways to support systems children through innovative programs.

F. The Roundtable found there are no tribal laws, IHS policies, or local programs to deal with children who are child sex offenders. Participants reported that more and more, child sex offenders are themselves children, ages 10-15 years. Sexual abuse is a cyclical problem. Perpetrators are most likely victims. The emergence of younger and younger offenders is an indication of the severity of the problem; the long overdue need to intervene in the cycle of sexual abuse, is further indicated. There are inadequate services to intervene and provide treatment for either the victim or offender. The IHS should set the initiative of a nationwide child sex abuse prevention and treatment model which incorporates treatment and support for both victim and perpetrator.

4. ADOLESCENT SEXUALITY:

The Roundtable agreed that among adolescents, "sex happens," and the sooner that fact is recognized the more likely teens will be provided the services and support they need to protect themselves from related health problems and unwanted pregnancy. The U of M Adolescent Health Survey found that by the 12th grade, 66 percent of Indian boys and 59 percent of Indian girls have "gone all the way." Indian teen sexuality is very much connected with their experiences in the family. Cultural rights of passage which used to be a part of adolescence are no longer available for many Indian teens. The Roundtable discussed the need for a restoration or creation of ritual to bring meaning, honor and ceremony, and a sense of responsibility to the onset of puberty. Without understanding the responsibility of adulthood, pregnancy, parenthood, and the health risks of sexually transmitted diseases, many adolescents are becoming sexually active. The following specific recommendations were made:

A. Reach Adolescents Early: Early outreach is important to establishing empowerment among Indian girls and boys to know it is in their own interest to protect themselves and use condoms. Indian adolescents need to understand the reproductive process, and consequences of unprotected sex, such as pregnancy, Sexually Transmitted Diseases (STD), Human Immunodeficiency Virus (HIV) infection, and cervical cancer. Indian adolescents need to understand that oral contraceptives may protect against pregnancy, but they do not protect against STD/HIV. The IHS and Indian providers need to invest money and human resources into a campaign to educate Indian children that "You need both condoms and birth control to be safe from unwanted pregnancy, STD, and HIV infection."

B. Reach Parents: The IHS and tribes need to support community education efforts which involve parents. Parents need to be able to talk to their children about sensitive issues, such as sexuality and its risks. Parents need help. The IHS, tribes, and Indian organizations need to help parents develop the skills and knowledge to accurately and effectively talk to their children.

C. Reach Community: Communities need to talk about sexuality issues. Schools, tribal leaders, school board members, coaches, and counselors all project their own attitudes about sexuality issues. The community can significantly improve male responsibility in issues of safe sex and birth control through males role-modeling responsible behavior regarding sex and parenting.

D. Provider Education: Health care providers need to be more caring and sensitive toward Indian adolescents and their reluctance to talk about sex. Health providers must begin discussions of contraception and sexuality, honesty, and confidentiality at an early age; this will also help to build up confidence. The IHS, tribal, and other medical providers should initiate protocol which requires that asymptomatic women/girls are routinely tested for STD. The IHS, and Indian clinics should increase the availability of female health care providers to improve health care for Indian teen girls. Providers should also encourage teens to talk with parents about issues regarding unprotected sex. The IHS and tribal clinics should also increase the number of male health educators.

E. The IHS, tribes, and Indian organizations must try to keep pregnant and parenting teens in school. More programs are needed to make sure pregnant and parenting teens finish school and develop productive lives and healthy environments for their young, and to reduce repeated unwanted pregnancies.

F. Adolescents from dysfunctional families are at risk for low self-esteem. Issues of low self-esteem effect increased or inappropriate sexuality and early pregnancy. The Roundtable agreed that for many troubled boys and girls, pregnancy and teen parenthood often becomes a rite of passage. Girls tend to think a baby will provide unconditional love which they may have lacked in a dysfunctional home. Surveillance of Indian pregnant teens should be conducted by the IHS to better understand the risks and develop intervention models.

G. Tribes and the IHS need to develop an effective educational campaign to help Indian girls and boys to protect themselves against rape and sexual abuse. Intervention and treatment is needed for those survivors of rape and sexual abuse to prevent the onset of mental health problems, self-destructive behavior, promiscuity, and related health risks.

H. The needs of gay and lesbian Indian adolescents are completely and totally ignored in the IHS, tribal, and Indian service delivery system. There is little recognition that Indian gays and lesbians exist by the service delivery system. These adolescents need support, because they often exhibit high risk behavior, need acceptance in the delivery system, are isolated from family and extended support, and are less likely to seek help.

I. The Centers for Disease Control (CDC) has STD prevention and training centers which should be accessed by the IHS and Indian health care providers. Such a service would be a cost benefit opportunity for the IHS and tribes to effectively train providers on issues of sexuality and STD.

5. SUBSTANCE ABUSE ISSUES:

While recognizing that there are many theories advanced as to origins of Indian substance abuse, the Roundtable feels that alcohol and drugs occur among Indian adolescents as a result of unresolved traumas and the lack of healthy, nurturing family support or (in some cases) no family at all. The Roundtable took the position that to effectively address adolescent substance abuse, Indian adults need to set examples for the younger generation by exhibiting healthy, sober lifestyles themselves. The Roundtable made the following specific recommendations:

A. Indian adolescents need transitional housing to continue in their recovery process. There is a need for better aftercare; recovery houses can help in these cases. Kids or children in recovery do not have anything to do and need a support network. Treatment must also be available in the community. Peer counselors can provide valuable assets to prevent adolescent substance abuse; such models should receive priority consideration.

B. More regional treatment centers are needed to ensure that inpatient treatment is available to all Indian adolescents. This care must be integrally tied to a community-based recovery and aftercare program. Evaluations should be conducted of all regional treatment centers to see which treatment models seem to be the most effective. All adolescents should have the full "continuum of care" available to meet their recovery needs. The IHS should evaluate current criteria for the certification of substance abuse counselors to be sure that counselors are knowledgeable about the history and culture of the community they serve.

C. After school programs should be initiated in tribal and urban Indian communities. Adolescents often have nothing to do after the day's activities, and become drawn to substance abuse due in part to a lack of home structure. It is a responsibility of the community to fill this gap in structure, when the family structure is not functional or is unable to support its adolescent members.

D. Substance abuse prevention should occur as early as possible, continuously from kindergarten through the 12th grade. Schools and communities need to be dedicated to creating and preserving a safe and drug free environment. Tobacco and inhalant abuse should be incorporated in these prevention efforts. Cultural sensitivity with regard to tobacco use is encouraged by the Roundtable.

E. The physical health of teens in treatment and recovery should be addressed by providers. Pregnancy is a time when Indian girls may be more likely to address their substance abuse problems and enter a treatment program. Cultural and high energy activities, such as dancing, sweats, and music are encouraged to help teens balance the various aspects of their beings during the recovery process. Recovery must include empowerment, social skills, financial management, physical health, cultural rebuilding, spiritual strengths, intellectual pursuits, and sexual responsibility.

F. Community education and health care provider training is needed to help family and friends try to prevent the substance abuse of teens and to learn how to intervene in a way that supports recovery. Communities and health providers need to understand the dynamics of teen substance abuse. Communities and health care providers need to coordinate their resources (IHS, BIA, schools, tribes, parents) to improve services to Indian adolescents.

6. SCHOOL-BASED PROGRAMS:

The Roundtable defined "schools" as anything from pre-school to college. School-based intervention serves as an opportunity for prevention and intervention strategies. It also provides a forum to foster wellness and self-esteem among Indian youth in a safe environment. The Roundtable was also concerned about "drop-outs" (those who drop out of school). The statistics on drop-outs are not available; these children become lost. The Roundtable found that BIA Off-Reservation Boarding Schools (ORBS) receive many of the most troubled Indian adolescents, but do not have the resources to provide the therapeutic environment needed. Specifically, the following recommendations were made:

A. The five ORBS funded by BIA receive many Indian children who have been abandoned by providers at home. Of the Indian children attending ORBS, 80 percent come from alcoholic homes, 67 percent are clinically depressed, and 73 percent are actively drinking. The therapeutic support needed by these children is not available. The Roundtable takes the position that the IHS and the BIA should work together to create model institutions at these schools which will meet the educational, mental health, physical health, and cultural well-being of these troubled children. A joint agreement between the IHS and the BIA should provide the sharing of information, such as health records and other resources, to begin to address the holistic needs of Indian adolescents attending ORBS. If a demonstration project is needed prior to a larger undertaking, then, the Roundtable encourages the IHS and the BIA to develop this concept.

B. Curriculum development is needed to improve the relevance of basic school health classes from the perspective of the Indian adolescent. Health classes need to address issues of sexuality, STD, including HIV infection, substance abuse, mental health, as well as physical health. Teachers and school administrators need to be better informed on these issues. For example, increased training is needed regarding the rights of HIV infected students to attend school in a safe and confidential environment.

C. The IHS should initiate a special study to assess the needs of Indian adolescent school drop-outs, to get a better profile of their environments, needs and to develop services for Indian drop-outs and those at risk for school drop-out.

D. Indian children with Fetal Alcohol Syndrome (FAS) or Fetal Alcohol Effect (FAE) require special attention in the school setting. The IHS and BIA should embark on a cooperative effort to identify FAS and FAE children and to develop the special education they need in a cultural context.

E. Transitional programs to bridge Indian students into college should be provided in urban, reservation, and boarding school settings. Indian adolescents must be reinforced to excel and achieve educational goals.

ADOLESCENT HEALTH ISSUES

Statistics from the 1990 IHS Trends Data Book for the 15-24 year old age group show accidents, suicide, and homicide are the leading causes of death; these rates are higher for American Indians than for the U.S. All Races population. Deaths due to chronic liver disease and cirrhosis, to complications of pregnancy, childbirth, and puerperium occur at a higher rate in American Indians in the 15-24 year old age group than in the U.S. All Races population of the same age. However, the numbers for Indians are small and subject to the limitations of sample size.

Five Leading Causes of Death Among Indians
Ages 15-24 Years of Age
for 1985-87
(rate per 100,000 population)

Cause of Death	Indian & Alaska Native	U.S. All Races	Ratio Indian to U.S. All Races
All Causes	157.5	102.3	1.5
Accidents	88.6	51.2	1.7
motor vehicle	61.3	39.0	1.6
other accidents	27.3	12.2	2.2
Suicide	24.0	13.1	1.8
Homicide	20.1	14.2	1.4
Malignant Neoplasms	3.6	5.4	0.7
Diseases of the Heart	2.0	2.8	0.7

Substance Abuse - From a compilation of studies (Office of Technology Assessment (OTA) Indian Adolescent Mental Health Report 1990) which compares substance abuse rates among American Indian adolescents compared against Minnesota White adolescents, the percentage of American Indian adolescents that ever used alcohol or a variety of illegal drugs (seven different classes) was consistently greater than for White adolescents. How these rates compare to White adolescents living in other geographic locations and other minorities has not yet been documented.

Though peer influence is the strongest predictor of Indian youth involvement in the use of alcohol (Oetting and Beauvais 1985), family sanctions against alcohol use and family intactness (both parents living with the Indian youth) were significant predictors of low use. The authors of this article concluded from these findings that Indian youth who believed that their families would try to stop them from drinking and getting drunk were less likely to get involved in peer clusters that used alcohol heavily.

Based on diagnostic groups of family functioning developed by Olson, Smart reports that families classified as "extreme" are more likely to have adolescents who abuse drugs or alcohol. An "extreme" family was defined as one that was on either end of a four category spectrum for cohesion and adaptability. Also, within "extreme" families, the presence of a drinking problem among other family members was predictive of substance abuse by adolescents within the family unit.

Oetting and Beauvais looked at reasons Indian youth gave for drinking alcohol. Over 30 percent of the adolescents stated that they used alcohol "to get rid of unhappy feelings." One in four Indian youth surveyed stated they used alcohol to get rid of feelings of anxiety. The authors felt these responses had serious implications for the future development of alcoholism in this group. Using alcohol as a coping strategy to relieve anxiety is a practice the authors felt impeded these Indian youths' developmental process toward learning how to deal with feelings.

Suicide - Suicide is the second leading cause of death for American Indians in the 15 to 24 year age group; these rates are 1.8 times as high as that found in the U.S. All Races population for this age group. Some facts relevant to this issue were reported by May in a 1987 article. He stated that the large majority of all Indians who attempt suicide are under age 25 and most are under 20 years of age. Those who attempt suicide are considerably different, both in a qualitative and a quantitative sense, than those who complete suicides. The attempted to completed suicide rate is approximately 13 to 1.

Males are more likely to complete a suicide than females. This sex difference in completion rate is due in part to the choice of suicide method. Males tend to choose more lethal methods such as guns or hanging. In general, though, Indians tend to use more lethal methods than other groups in the U.S. population. Tribes that are experiencing rapid change and have a loose pattern of social integration where a high degree of individuality is emphasized, have higher rates of suicide.

May considers suicide completers, suicide attempters, and sufferers of single vehicle crashes somewhat independent populations that overlap to a certain degree in their self-destructive intent. He estimates 20 to 40 percent of Indian suicide attempters are similar in intent and motive to those who actually succeed in killing themselves, while from 2 to 20 percent of drivers in single vehicle crashes may be highly suicidal.

A recently reported analysis (Grossman, Milligan, Deyo 1991) of the Navajo component of the Indian Adolescent Health Survey examined risk factors for adolescents who reported attempted suicides. Factors that indicated high risk for attempted suicide among the Navajo adolescents surveyed were as follows: a history of mental health problems; alienation from family and community; having a friend who attempted suicide; weekly consumption of hard liquor; a family history of suicide completions or attempts; poor perception of own health status; history of physical abuse; female gender; and, sexual abuse.

Sexuality - Higher rates of live births are experienced by American Indian women under the age of 20 (19.2 percent) compared with U.S. All Races (12.6 percent). However, infants of American Indian teenagers experience low rates of low birth weight (6.3/1000 live births for mothers 15 to 19 years old) compared to U.S. All Races (9.3/1000 births).

By the 12th grade, 66 percent of the boys and 59 percent of the girls, surveyed in the Indian Adolescent Health Survey, have had sexual intercourse. Since teen pregnancy is more common in the American Indian population than in the general U.S. population, one could assume American Indian teenagers are more sexually active than other teenagers in the general population, increasing their opportunity for exposure to STD.

According to a study by Toomey, Oberschelp, and Greenspan, reported case rates of gonorrhea and syphilis among Native Americans are higher than rates for non-Indians in similar geographic locations, in some areas up to 5 times the rate for non-Indians. These researchers have called for an improved effort in the STD prevention and education among Indians. Alarming increases in the rates of reported Acquired Immune Deficiency Syndrome (AIDS) cases in the Native American population have frightening implications for the adolescent population. From personal communication with Dr. Emmett Chase, the CDC reports a rate of increase in Indian AIDS cases to be 91 percent from 1988 to 1989. This compares to only 8 percent for Whites, 13 percent for Blacks, 5 percent for Hispanics, and 17 percent for Asian and Pacific Islanders for that same year.

Physical and Sexual Abuse - The American Indian Adolescent Health Survey conducted by the IHS and the U of M supported the findings of other authors that the prevalence of American Indian child abuse and neglect does not appear to exceed rates in the White population. The results were reported as follows:

Percentage of Indian and Minnesota Adolescents Who Indicated Ever Being Physically or Sexually Abused

	Physical	Sexual	Both
Indian Males (n=1,297)	6.0%	1.1%	1.2%
Indian Females (n=1,360)	9.9%	6.3%	7.8%
Minnesota Urban Males (n=6,300)	5.1%	2.1%	N/A
Minnesota Urban Females (n=11,538)	14.5%	15.5%	N/A

Though the reported rates of child abuse among Indian adolescents surveyed appears to be lower than is observed in the White population, the socioeconomic and psychosocial risk factors for abuse and neglect are more prevalent in the American Indian population. Several studies have examined the issue of child abuse and neglect in American Indian communities.

As in the general population, child abuse and neglect is on the rise in American Indian communities. Prevalence rates of child abuse and neglect in American Indian communities have so far have not been reported to be higher than the general population. However, Lujan, et. al., indicated that, particularly for sexual abuse, considerable underreporting of cases occurs. Research conducted by Dr. DeeAnn DeRoin, an Indian family practitioner, studied child abuse reporting in Indian communities (as per personal communication 1988). She found that while the overall rate of child abuse reports does not exceed that of the general public, the rate of convictions of Indian child abusers far exceeded the number of convictions of child abusers in the general public. These findings suggest a problem of underreporting where only the blatant and more severe cases are coming to light in Indian communities.

From two surveys conducted in the Albuquerque and Phoenix IHS Areas, descriptive information has been generated on some of the major family characteristics common to households where child abuse and neglect took place. Alcoholism among family members, (particularly parents and grandparents) was a common feature of households where child abuse and neglect took place. Family disruption, as a result of divorce or a death in the family due to accidents or alcoholism, was more common among the children who were more severely abused and neglected (Lujan, Piasecki). Adults in the household where abuse and neglect occurred were frequently victims of child abuse themselves (Lujan). In both studies, a combination of abuse and neglect was the most common diagnosis for children in the study (Lujan, Piasecki). Children experiencing both abuse and neglect were more likely to abuse non-alcohol drugs and to be poly-drug users than children who only suffered from neglect (Piasecki).

Mental Health - In 1990, the U.S. Congressional OTA published its findings and recommendations related to "Indian Adolescent Mental Health." This report represented information which led to the enactment of P.L. 101-630 the Indian Health Amendments of 1990, which provides for a Comprehensive Mental Health Prevention and Treatment Program. The in-depth study found that Indian adolescents have more serious mental health problems than other races in the U.S. in the following areas:

- developmental disabilities, such as mental retardation and learning disabilities;
- depression;
- suicide;
- anxiety;
- alcohol and substance abuse;
- self-esteem and alienation;
- running away; and,
- school drop-out.

The OTA report cited the following stressors as suspected to be of significance for the disproportionate health and mental health problems of Indian adolescents:

- recurrent otitis media and its consequences for learning disabilities and psychosocial deficits;
- FAS and its consequences for mental retardation and less severe forms of developmental disabilities;
- physical and sexual abuse and neglect;
- parental alcoholism;

- family disruption; and,
- poor school environments.

The study further cited the lack of resources in being able to respond to mental health needs. There are 397,000 Indian children and adolescents in the IHS services areas, and the IHS funds only 17 mental health providers trained to treat children and adolescents. This is a ratio of one provider to 10,000 children.

WELLNESS IN A HOLISTIC CONTEXT

In 1989, the World Health Organization developed a definition of family which stated: *"...the health of each family member, interactions among family members and interactions between family members and the external environment. Many factors affect these interactions which are mediated through the ability of the family to cope with internal and external stresses and to maintain cohesion. Prerequisites of healthy interactions between family members include the possibility of active informed choice (not only passive consent), empowerment to serve as agents for change for other family members and the capability and resources to achieve healthy relationships, including those related to sexuality and parenting."*

It is likely that the functions and influences of the family on the individual within that ecosystem are similar, to some degree, in American Indian families when compared with mainstream White American families. What is of significant difference in the American Indian family as opposed to the majority culture family, is the number of participating family members in the system, their perceived roles and how the individual member fits in that system (Attneave 1982, Ho 1987). Many external and some internal factors have interacted to impair the functional capacity of the American Indian family's ability to provide a protective buffer against environmental and internal stressors.

SOCIOECONOMIC STRESS AND HEALTH STATUS:

Certain demographic comparisons made in the 1990 IHS Trends Data Book are indicative of the socioeconomic characters of American Indian families. They are as follows:

	American Indian	U.S. All Races
Median Age	22.6	30.0
Average Number of per Family	4.6	3.8
Per Capita Income	$ 3,600	$ 7,300
Median Family Income	$13,700	$19,900
% of High School Grads	55.4%	66.5%
% of College Grads	7.4%	16.2%

Compared to the U.S. All Races, the American Indian population is younger with more members per family unit and one-half the per capita income. High unemployment and large family size may be the factors of significant influence affecting this disproportionate picture. When American Indians are employed, their lower than average educational attainment will result in many of them having to take lower-paying positions. Thus, the economic resources available to the average American Indian family are considerably more limited than the average White American family.

Living Arrangements:

American Indian adolescents surveyed were less likely to be living with both of their biological parents when compared with White Minnesota adolescents (49 percent vs. 64 percent); their parents were more likely to be divorced or separated when compared to the same group (34 percent vs. 22 percent). Only 45 percent of these American Indian adolescents lived in a two-parent household, and 16 percent lived with neither parent for one reason or another. Sixty percent of the adolescents surveyed were in the seventh to ninth grades (U of M report).

Inadequate Income:

The financial stress produced by a situation where a few adults support a large number of dependent individuals (young children, unemployed adults, and the elderly) can be an important contributing factor to health problems that arise in American Indian families.

Manson and Callaway illustrated this situation well in their comparative analysis using a dependency index to compare the U.S. White population to the American Indian population. In this analysis, American Indian adults of working age (15-64 years old) living in rural areas of the U.S. carried a particularly heavy burden of dependents. For every two adults in this age group, one dependent is supported (over age 64 and under age 15). On some reservations in the Southwest, the ratio of dependents to employable adults is nearly one to one. This is comparable in their estimates to some of the poorest Third-World countries.

Because less than 60 percent of the adult American Indian population is employed, it is quite likely that in some areas, one employed adult could be supporting two other family members on the average. May also concluded that high birth rates in American Indian communities along with the decline of mortality, is producing a situation where Indian adults of working age are increasingly being faced with a greater burden of providing for their dependents.

Traumatic Loss:

Added to the intra-family stress of coping with a larger number of dependents and inadequate financial resources are the effects of sudden loss of family members due to trauma-related death. Death rates for American Indians exceed the U.S. All Races rate up through the 55-64 age group. The highest death rate ratios are seen in the 25-34 age group where the Indian to U.S. All Races is 1.9. The leading cause of death in age groups 1 to 44 years old are accidents. Accidental death rates for American Indians exceed the U.S. All Races rates in age groups throughout the life cycle. Homicide and suicide as causes of death in American Indians have rates that exceed U.S. All Races for age groups 15 to 24 and 25 to 44 years old. Though the IHS regional differences in death rates due to these causes result in some regions having lower rates for homicide and suicide than the national average, other regions have rates three to four times the national rates.

The disruption of the family that can occur with the loss of a close family member creates significant stress on adolescent family members. The real possibility of American Indian adolescents suffering the loss of a parent has a serious impact on their concern about a parent dying. This was made apparent in the American Indian Adolescent Health Survey carried out in conjunction with the U of M and the IHS.

American Indian adolescents reported more often than Minnesota White adolescents that one or more of their parents was dead (12 percent vs. 3 percent). This real possibility of parental loss due to death most likely had an impact on how the American Indian adolescents responded to another series of questions covering their concerns and worries. When these adolescents were asked about family problems that worried or concerned them, more than 50 percent indicated having one of their parents die was a serious concern. Next to worries about school performance, worry about the "potential" death of a parent garnered the greatest percentage of "quite a bit" and "very much" responses among those American Indian adolescents surveyed.

Chronic Illness as a Consequence:

When age-adjusted death rates for American Indians are compared to U.S. All Races rates, American Indians suffer from not only higher rates of accidents, homicide and suicide, but have a higher proportion of deaths due to liver disease, diabetes, tuberculosis, and pneumonia/influenza. These later conditions are primarily chronic, in nature. Like alcoholism, Type II diabetes observed in American Indians, is believed to have a genetic component predisposing an individual to the condition. However, diabetes has mediating environmental factors affecting its expression and severity, similar to alcoholism.

Pine, in his article on diabetes and behavior, builds a strong case for the role of stress in the production disproportionately high rates of diabetes among American Indians. Stressful events (emotional, physical illness, trauma) are well recognized precipitators of "diabetic crisis" that often signals the on-set of overt diabetes (Institute of Medicine). The role of obesity in the on-set and perpetuation of Type II diabetes is well supported by the research in the literature. Anxiety and stress-induced overeating and its role in obesity is an avenue of continuing scientific investigation. Some studies have linked certain eating disorders to substance abuse (primarily alcohol abuse) in first degree relatives of the sufferer (Pine). In addition, being a victim of sexual abuse may be implicated as an etiological factor in eating disordered patients. Pine discusses the effects of low socioeconomic status on the incidence of both obesity and diabetes and provides some evidence that the link between low socioeconomic status, obesity, and diabetes, might be stronger than the one between family history and diabetes.

According to a 1982 Institute of Medicine report, individuals develop coping strategies in order to keep the distressing situation within tolerable limits, maintain self-esteem, preserve interpersonal relationships, meet requirements of new situations, and prepare for the future.

Sagan outlines six mechanisms through which families operate to support and assist members in coping with stress and its negative impact. These mechanisms are identified as functions that the family performs as: 1) a collector and disseminator of information about the world; 2) a feedback guidance system; 3) a source of ideology; 4) a source of practical service and concrete aid; 5) a haven for rest and recuperation; and, 6) a source and validator of identity. Sagan adds to this, the statement: "Just as families can be a source of support and a mitigating factor for stressors and disease, they can also create tensions that exacerbate disease, a fact often ignored by our medical system."

CULTURE, ROLES, FAMILY, AND ITS IMPACT ON ADOLESCENT HEALTH:

According to Attneave in 1982 and Ho in 1987, traditional American Indian values imparted to individual family members center around the concepts of collaterality, being-in, becoming, right for choice, and noninterference.

The right of choice is the right to chose one's own actions and be the kind of person one chooses. Whether this is applied to a child or an adult, the consequences of one's actions, be they positive or negative, are expected to teach their own lessons. In today's world, consequences of one's actions might not always be apparent or may have a cumulative effect.

Non-interference involves valuing and respecting other individual's "right to be and to do their own thing." Attneave comments on the American Indian value of noninterference as follows: "Perhaps as a reaction to the highly manipulative non-Indian social controls, perhaps for other less obvious reasons, non-interference has been idealized by many Indians to a point of paralysis of all social assertion and control. This is sometimes extrapolated to apply to non-intervention in self-destructive behaviors as well as in those in which intervention or correction are age appropriate."

While these basic values represent the ideal elements of Indian family systems, they must be viewed in light of cultural loss, poverty, acculturation, excessive mortality and alcoholism on any system. The shift from healthy functioning family systems to unhealthy "dysfunctional" family must also be addressed.

The Child's Role - Attneave paints a picture of a child's role in the traditional American Indian family as one of an individual within the family who is perceived as being capable at an early age of making important decisions about his or her life. Given the extended family tradition in American Indian cultures, the child may receive discipline and is taught by numerous family members besides his or her biological parents. The child-parent relationship was less pressured and more egalitarian then is observed in the majority culture as a result of this arrangement.

Parental instruction to the child usually was in the form of observation and participation, because a parent viewed herself as only one of a number of the child's teachers in the family. Thus, a child was infrequently told directly what to do. Often he was left to his own devices and decisions. Attneave states, "While there are firmly set limits concerning proper and life-threatening behaviors involving others, the child is still free to choose when and whether to engage in a wide range of activities." Combined with this traditional Indian child-rearing strategy, the impacts of alcoholism, poverty, cultural and family loss, American Indian children are bound to suffer developmentally from the loss of healthy parental guidance.

Both Attneave and Ho state that the parent-child interaction within American Indian families frequently is defined by sex role. Thus, female members of the family are responsible for parenting the girls and male adults are responsible for parenting the boys. In fatherless homes, this could lead to sons being left without parental guidance.- In addition to the fact that increasing numbers of American Indian children are growing up in fragmented, nuclear households with a single woman at its head, a large percentage are also growing up outside of their biological parents' homes (Brown and Shaughnessy as cited in Ho).

Sibling relationships in traditional American Indian cultures can extend beyond biological relationships of brothers, sisters, and cousins to clan brothers and sisters. Sibling relationships with biological or clan relatives could in some tribes constitute important peer relationships for a child that continue on into adulthood.

The Adolescent's Role - Traditional American Indian adolescents in most tribes had tangible and valued "rites of passage" to demarche their departure from childhood into adulthood. Puberty rites such as vision quests, naming ceremonies, puberty ceremonies for girls upon reaching menarche, etc., still play a part in some of the more traditional tribes. These rites provided signposts by which American Indian youths could be guided through important transitions in their role within the family and community.

Post World War II changes in the majority culture produced a distinct youth subculture. According to Gitlin, the youth subcultures that evolved during the post-war period responded initially to the "consumer society" with the use of drugs as a tool of rebellion against authority and the conspicuous materialism of the times. The use of drugs in the White American majority culture is distinctly different from other cultures that use drugs. In American majority culture, drugs are not sanctioned and in many cases, use is illegal. Whereas, most other cultures infuse drug use with religious meaning. Drugs, in these cultures, are sanctioned for religious and ceremonial purposes.

Thus, when drugs are used for other than religious reasons, there is likely a confusion of values surrounding their use that occurs in societies where traditionally, they had a sanctioned place. This may very well be the case for many American Indian cultures. Since adolescence is a physiological and psychological transition period, the loss of "rites of passage" traditions in Indian communities, may leave a void for adolescents that drugs, including alcohol, can easily fill. Yet, the use of drugs and alcohol do not aid adolescents in making the transitions from childhood to adulthood effectively. The effect of substance abuse leaves many adolescents in both majority and Indian cultures wandering in a protracted period of youth without a well-defined role or purpose within the family or community.

The Adult's Role - Attneave indicates that the "parental" role of biological parents is often relieved by grandparents. If grandparents are not available, aunts, uncles and other adult relatives are frequently called upon to share the responsibility. Young adults are expected to bear the burden of the family's economic welfare.

Traditional roles and responsibilities within the American Indian family fall along gender specific lines. However, according to a review of the literature by LaFromboise, Heyle, and Ozer, Indian women in many tribes had more flexibility in assuming gender-related roles and responsibilities within the tribe and family. In some tribes, woman could function in a male gender role and be both accepted and respected by the tribe. In many cases, women who functioned in a male gender role could not marry a man because she did not perform the functions of the female role in tribe. Yet, women who took on these cross-gender roles often had considerable power and standing because their families tended to be economically better off. Even if an Indian woman did not assume a cross-gender role, many tribes are matriarchal in character and women traditionally had a more equitable standing and source of power within the tribe and family than they do today.

As social and economic change has occurred, it is the observation of Attneave and Ho that American Indian women have fared better in adapting to those changes. This could be related to the economic niches in which women were more easily accepted, such as service-oriented jobs, nursing, domestic help, and their previous traditional gender-specific roles in their families and cultures. Yet, as LaFromboise and colleagues relate:

"With men's increased participation in off-reservation employment, there was a shift toward independent families. Some families moved to the out-skirts of the reservation or to border towns. Women became more dependent on their husbands--characterized by Hamamsy (1957) as often erratic and irresponsible providers--for cash income. Men, however, began to claim that their wage labor earnings belonged to them and not to the family group. Complementary roles disintegrated. Women's troubles were compounded by the erosion of the extended family network because they no longer had extensive family help in raising their children."

INSTITUTIONS AFFECTING THE HEALTH AND WELL-BEING OF ADOLESCENTS:

The destruction of Indian culture and tradition was national policy in the U.S. well into the 1950s. The BIA and other agencies of the government proscribed a number of religious and cultural practices (letter from the Commissioner of Indian Affairs, Department of Interior 2/24/23). Indian children were often sent to boarding schools, White religious institutions, foster care, or adoption agencies in an effort to promote the Indian's acculturation into White society. The Dawes Act of 1887 created economic situations that forced Indian men and women into new occupational skill areas and expectations which had a particularly devastating impact on the Indian male identity. The removal of elders and parents to Tuberculosis (TB) sanitariums for treatment from the 1930s into the 1950s also added to the disintegration of the traditional Indian family roles because of the prolonged absence of family members.

Then, as unemployment on the reservation became a problem after World War II, the BIA instituted a program of relocating heads of households to urban areas through their direct employment program. All of these policies had the clear intent of "acculturating" Indians into the dominant culture, economy and value system, and had a negative impact on the self-esteem of Indian people.

LaFromboise, Heyle, and Ozer discuss the findings of several studies conducted in the 1970's and early 1980's that attest to the psychological trauma and adjustment problems caused by experiences within boarding schools. Studies confirmed that many boarding schools were extremely regimented and girls were given less classroom instruction than Indian boys. In some circumstances, Indian girls' education was relegated to domestic labor for the school and for community homes and businesses.

According to Attneave, it was not uncommon in the early 1950's, to encounter parents who had never experienced family life after early school age. The school-taught models of family life were Victorian and inflexible. Though many Indians raised in the boarding school environment tried to follow the nuclear family model (perfect in every way), the majority culture is now finding itself in need of evolving a more tolerant view of family life. Some of the disintegration of the traditional Indian family has been off-set with the reversal of some of the most damaging Federal policies, and with the availability of a growing number of activities that are helping Indian families reconstitute traditional and informal community networks, develop parenting education, and form support groups. Perhaps, as Attneave puts it, "the Indian traditional family will become a more viable alternative," in the future as the majority culture wrestles with the need for greater tolerance of diversity in family life and values.

Institutions have increasingly intervened in the family system as not only providers of financial and medical assistance, but caretakers of children in an attempt to fulfill some of the functions of parents. When individuals and families suffer crises that threaten their health and well-being, formal and informal social support networks within the community have shared the burden of responding.

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EXECUTIVE SUMMARY

A SURVEY OF THE HEALTH STATUS AND HEALTH NEEDS OF AMERICAN INDIAN CHILDREN ATTENDING FOUR BOARDING SCHOOLS

Background

This study was undertaken to assess the health care, including mental health care, of American Indian children in selected boarding schools operated by the Bureau of Indian Affairs (BIA). It was conducted during March and April 1980 by members of the Committee on Indian Health of the American Academy of Pediatrics, a group originally constituted as advisory to Indian Health Service (IHS), and consultants from the Committee on the American Indian Child of the American Academy of Child Psychiatry. Members of the American College of Obstetricians and Gynecologists, who were also IHS Area Maternal and Child Health Officers, visited with teams at two schools.

The survey was undertaken for the following reasons:

1. Pediatricians (Attachment 1) and child psychiatrists (Attachment 2 through 4) have voiced special concern for children who spend much of their time in an institutional setting. There is a consensus among these professionals that the family is the best environment in which a child can develop, and the younger the child the more important it is for him to be with his family.

2. A study (Attachment 5) conducted in 1973 by the North American Indian Women's Association documented that boarding school students have multiple problems of behavioral, social, and educational nature, and that therapeutic resources have failed to keep pace with the students' needs.

Four boarding schools were selected for on-site visits:

1. Intermountain Intertribal School in Brigham City, Utah, because of its solo parent program.

2. Toyei School in Ganado, Arizona, which had a model dormitory program from 1969 to 1972.

3. Stewart School in Stewart, Nevada, which had a model mental health program during 1979-1980.

4. Fort Sill School in Lawton, Oklahoma, which used cottage-type housing.

Ms. Laurene Hughes of the American Academy of Pediatrics staff obtained clearance for the visits by contacting the following individuals:

U.S. Department of the Interior - Bureau of Indian Affairs

Mr. Rick Lavis, Undersecretary of the Interior
Dr. S. Gabe Paxton, Jr., Acting Deputy Director,
Office of Indian Education Programs

U.S. Public Health Service - Indian Health Service

Dr. Emery Johnson, Director
Dr. John Todd, Director, Division of Program Operations

Attachment 6 lists area and local BIA and IHS administrators contacted to arrange for the four site visits; Attachment 7 lists team members who conducted the visits.

Structure of the Visits

The field draft BIA Education Standards (Attachment 8), written in September 1979 by a specially appointed task force, were the basis for interview questionnaires used in the study (Attachment 9). The questionnaires were formulated by Alice H. Cushing, M.D., Chairman of the American Academy of Pediatrics' Committee on Indian Health. Prior to the site team visits, questionnaires were distributed to the four school principals so the school staff could consider their responses and gather background material. Members of the site visit team requested and received packets containing pertinent background information about the school(s) they would visit. The packets contained such data as student enrollment, homes of the students, immunization levels, incidence of pregnancy, descriptions of health and mental health programs/services (including sources of funding and funding levels), special concerns relative to student health status/needs (e.g., need for more counselors or substance abuse), and available information on student outcomes.

On-site interviews were requested with the following people:

1. a physician (IHS or local) providing services to students;

2. the school nurse;

3. teacher(s) of health education, family life education, sex education;

4. a dorm counselor;

5. a school psychologist/counselor;

6. coordinator(s) of special programs (e.g., for children with handicapping conditions, for single parents);

7. coaches;

8. students.

The opportunity to observe ongoing activities and programs (e.g., the student health center, dormitories, cafeteria, and sports and recreational programs) was requested.

The following format was followed for these visits:

1. An initial meeting of all visitors was held with the BIA Area director of education, agency superintendent, principal, and key staff to make introductions, state and clarify expectations for the visit, provide an orientation to the campus and overall school program, and express issues of concern.

2. Team members held individual and group meetings with the school staff, which lasted approximately 1 hour per interview.

3. Team members met students for lunch in the school cafeteria. This provided an informal opportunity, in a relaxed setting, for students to show team members the campus and exchange information about student concerns relative to health and mental health services at the school.

4. At the most appropriate time, individual members or small groups visited the school health center, the clinic, and any special programs (e.g., alcohol treatment program, solo parent program).

5. Team members met as a separate group to compare and organize their observations/recommendations.

6. At an exit interview, which included those present at the initial meeting, leaders shared the team's perceptions with school staff, stated recommendations, and summarized follow-up activities.

Summary of Observations and Suggestions

Reports were compiled by the designated leaders/recorders. These reports are appended, as are comments by some of the visitors. General observations and suggestions from the interviews and discussions are:

1. Goals of the boarding school are varied and mixed. In the small sample visited, they ranged from the largely educational one at Toyei to the more complex ones at Stewart and Intermountain of dealing with adolescents from varied backgrounds, many with social or educational handicapping conditions. The solo parent program at Intermountain introduced another variable, the young, single mother who attends school during the day and cares for a young child in the evening.

2. Boarding school programs are essential for the optimal development of many Indian children. The most desirable arrangement is for children to live at home and attend a local school; however, current social, geographic, economic, and psychological problems in many Indian communities mandate the support for and improvement in

an appropriately staffed and organized boarding school system. A good boarding school can provide, to appropriately selected children, (a) the basic needs of adequate nutrition, appropriate shelter, and supporting adults; (b) an opportunity to complete a kindergarten through twelfth grade education; (c) the benefits of peer support; (d) a broader understanding of the Indian culture and heritage; and (e) specialized programs otherwise not available (i.e., vocational training, solo parent education, special education, mental health therapy, and drug and alcohol abuse programs).

3. Budgetary restraints have reduced spending considerably. Employees must be "furloughed" (placed on a 2-month unpaid leave) during summer months to save money, valuable programs are in jeopardy, adequate funds are not available for basic home economics classes, there are insufficient dormitory personnel at every facility, and bedtime snacks cannot be provided. The facilities are not used efficiently in the summer months, and there is no time for concerted inservice training. Boarding school budgets and the figure for "per pupil costs" are difficult to understand. We were told that this results from including non-pupil costs to the numerator. As a result "per pupil costs" seem exorbitant and it is difficult to understand "budgetary restraints" which lead to enforced furloughing of permanent employees and curtailment or discontinuation of valuable and special programs.

4. Abolishing the furloughing policy for most residence staff would permit the establishment of summer programs and provide a major opportunity for intensive inservice training and evaluation. The current system requires furloughing almost all staff during the summer months, resulting in a high turnover of personnel, and individuals who have gained valuable experience are frequently lost.

5. The boarding school students' needs are one aspect of a total program for child development, but one that can be handled with reasonable additional support of currently available skills and knowledge. A total developmental program for Indian children can be based on the concept of a four-level pyramid. At the base is the large number of Indian children attending or able to attend public school. At the second level are children currently in need of either BIA or tribally operated day schools. The third level consists of 15,000 to 20,000 children who need a boarding school system because of their inability to attend public or other day schools for social, psychological, geographic, or economic reasons. A relatively small group of children constitutes the fourth level--children who require a therapeutic, residential education program.

Local community programs should be used for the approximately 225,000 children in the first two levels of the pyramid. The establishment of local programs requires integration and support of existing local programs and the development of new programs. This type of approach is of long-term importance, but it will require extensive planning, legislation, and funding over several years.

The development of a residential education/treatment program would also be valuable, but it will require large scale funding for a relatively small group of children. The program most likely to be cost effective that can be started quickly is one which will bolster and expand the existing emotional support system in the boarding schools, i.e., the residential living arrangements, their personnel, and related mental health personnel.

6. At no stage of development, psychosocial adjustment, or level of educational achievement is an adult-to-child ratio of 1:60 adequate for children between 6 and 18 years old. Despite published staff:pupil ratios of 1:4 and 1:1.4, the figures given for dorm-contact employees were considerably different; they ranged to as high as 1:100 at Stewart (see Table 1). Regardless of provisions made for "special" children in residential treatment centers or other therapeutic settings, there is an urgent need for all boarding school children to interact with increased numbers of caring adults. In his report on the visit to Toyei School, Dr. Ross Snyder cites a scientific basis for the necessity of adult role models in the development of young children. This inequity must be resolved.

An increase in residence hall child care staffing to provide at least one on-duty individual for every 10 students during the day and evening hours and one mental health professional for every 10 residence hall child care staff persons could produce major changes in the behavior and performance of the 15,000 to 20,000 boarding school students. Previous work in the boarding schools and other residential school experiences indicate that the most effective way to favorably affect the lives of boarding school students is to provide an adult support system for those living in a small group environment approximating that of a large family unit. This would require some funds to restructure existing dormitories so there could be some sense of small group living (approximately 10 to 20 students per group), with one to two adult staff on duty during the time these students are in and around the residence halls.

In this more personal arrangement, the staff would need additional inservice training and support, which would require about one mental health professional for every 10 residence hall staff. Furthermore, the mental health program needs to be better integrated into the entire school program. The overall goal of the school should be the total development of the whole child. To meet this goal, extensive integration of the curricular program and the residence hall program is needed so all the schools' staff can share the emotional issues confronting the child and can work together to help meet the child's growing needs for independence and increasing requirement for control.

Table 1. Student/Staff Data*

School	Number of Students	Teacher:Pupil Ratio	Staff:Pupil Ratio	Cost/Pupil in FY 79
Intermountain	598	1: 6.3	1:1.7	$12,915
Toyei	394	1:15	1:4	6,835
Stewart	387	1:10.5	1:3	7,761
Ft. Sill	150	1: 7	1:1.6	11,537

*Data provided by schools.

7. Dedicated people were observed at all levels of employment background and training. These people obviously enjoyed working with the students, felt loyalty toward the schools, and were innovative and enthusiastic about what they were doing. However, many seemed depressed and defeated by their inability to meet their own expectations and no longer believed they could "deliver" in a boarding school setting.

8. There must be more dormitory/home living personnel, and the caliber of the training and experience of residence hall staff should be increased by upgrading their job description equivalent to the next higher civil service level. A high caliber of residence hall staff must be attracted to, retained in, and held accountable for the most crucial job in the boarding school, being surrogate parents, which can be accomplished by requiring a higher level of training and experience than at present. The job of these individuals can then be redefined to broaden their supportive role for the students. As surrogate parents, they must be integrated into the overall educational milieu of the school. At all four schools, the dormitory/educational staff conflict seemed to consume needless emotional energy and waste valuable opportunities to enhance the mental health and educational level of the students.

9. For serious mental health problems (such as substance abuse, alcohol abuse, acting out behaviors, and frank psychopathology), more sophisticated mental health workers and programs must be made available. The lesson learned from the controversy over the "Model Mental Health" program at Stewart is that the term "mental health" implies mental illness or "craziness," which frightens the average individual. "New" or specially funded programs must be introduced sensitively if they are to work.

10. Students were generally enthusiastic, even about disciplinary measures that appeared to be stern. They almost uniformly expressed the sentiment that discipline is necessary for everyone to benefit from the school. They recognized the positive features of their schools. As at Intermountain, the students believed they had benefitted from the reading program and were dismayed at learning it may

be deleted from the curriculum because of cost. Except at Toyei, students believed they had a voice in operating the school, particularly in matters that concern student policy.

11. Physical health, the major reason for the site visits, did not appear to be a major problem. Indian Health Service employees, nurses, corpsmen, and referral physicians performed the required services. On-location people found their own satisfactory referral patterns based on the nearest, best-working arrangements. Consent for immunizations, obstetric and pediatric care, and transfer of health information are still problems. The latter was noted as a specific problem at Fort Sill. Concern about the safety of athletic programs was expressed by the visitors at several of the schools.

12. Health education is being given at the schools visited, but the programs are disorganized and uncoordinated in spite of concerned efforts being made. Health education programs should be within the framework of curriculum planners in BIA and representatives from IHS to coordinate and direct.

Similarly, the technical/vocational programs at Intermountain and Stewart were regarded highly by the students and were, in fact, the major reason given by many students for selecting these schools over alternatives. Cutbacks in these excellent programs probably will result in lower student enrollment.

14. School leadership was inconsistent at Stewart and at Toyei, where there has not been--and it is not known when there will be--a permanent principal. Particularly at isolated sites such as Toyei, leadership must be sensitive to conflicts and stresses of the staff, and a special effort must be made to conserve their mental health as well as that of the students.

15. Administrative changes to provide greater interaction between BIA and IHS staff within the schools are required if the proposals given here are to be most effective in creating improved student outcomes and stability within the school system. Personnel from two independent government agencies may frequently find individual ways to work together effectively but, without appropriate administrative encouragement and support, a long-range, consistent, effective interaction is rarely sustained. The provision of more personnel cannot by itself be relied on to generate improved programs. Strong administrative action based on shared goals, objectives, and methods is necessary for ultimate success. The basis for administrative decisions should be frequent, open communication between the various groups comprising the total school staff. Whether the establishment of some form of a central joint administrative arrangement for operation of the boarding schools would serve an important and effective function is unknown.

16. Collection of pertinent information and internal and external evaluations should be essential features of the boarding school

program. From such information it should be possible, for example, to estimate the need for, the components of, and the size of specialized residential education/treatment programs and/or facilities for children with severe degrees of maladjustment or mental illness. In addition, the impact of changes in programs, the comparison of different programs, and the progress of individual programs can be assessed for effectiveness, cost, and efficiency.

There is glaring similarity of the observations and recommendations in this report to those expressed 10 to 12 years ago, the recommendations made by the American Academy of Pediatrics' Committee on Indian Health to IHS in 1968 (Attachment 1), and the three articles written by Dr. Robert Bergman between 1967 and 1974 (Attachments 2 through 4), which describe in detail the now defunct model dormitory program at the Toyei School. The most urgent needs to improve the living environment for Indian children have been recognized and documented for some time, but it appears that few efforts have been made to implement the changes necessary for improvement. The time to begin correcting the deficiencies is NOW!

Site Visits

The following summaries are general observations and recommendations for each of the four site visits.

Intermountain Intertribal School

1. Mental health workers need consultation and assistance in the development of a new, solvent-abuse program and an opportunity to share their successes and frustrations with other boarding school mental health personnel. Other school personnel need to understand how limited the mental health staff is with regard to their ability to deliver direct services. Continued effort should be made to develop the most effective, collaborative relationships.

2. The counseling personnel seem overwhelmed and understaffed, and the school should develop closer working relationships with existing programs on the campus. Examples would be improving the relationship between dormitory and school personnel and increasing communications between mental health and drug and alcohol counseling staffs.

3. The solo parent program should be modified to eliminate the early separation of mother and infant during the critical bonding time, and services should be added to make this a safe and salutory change.

4. Programs that seem important to the students and outside observers, such as remedial English and vocational training, should be maintained. If special funding is required, it could be justified by the special population served by this school.

5. Dormitory personnel are to be complimented on their fine work, and some means needs to be found for compensating them for the furlough system imposed on them. Perhaps some use for the Intermountain School could be found during the summer months. However, students did not favor a 12-month school program.

6. The impressive and innovative peer counseling program in alcoholism deserves further study and perhaps expansion. Obviously the personal needs of the peer counselors cannot be overlooked. The problems with alcoholism at the school seem serious, and novel programs deserve full study and consideration.

Toyei School

1. Staff conflict was cited as a major problem by almost every interviewee. Areas in which staff conflict might be resolved include ongoing meetings among various staff members focused on educational and emotional needs of the children. Administrators must be sensitive to staff conflict and capable of helping to resolve it even if consultation from outside mental health group counseling services is necessary.

2. Smaller pupil-dorm staff ratios and small group-living facilities are to be urged for the healthy development of these elementary school age children.

3. Vocational training options must be made available to mid-school graduates who do not wish to or are unable to continue on to high school.

4. Health education activities should be coordinated and developmentally focused. Family living-sex education programs should be begun early, include boys as well as girls, and emphasize child development and the special needs of young children.

5. Navajo norms should be established (or used if they have been established) for scoring results of Navajo children on standardized tests. Navajo-speaking teachers and dorm personnel who interact with children in the early grades can facilitate their transition to English.

Stewart School

1. More open communication is needed between academic, dormitory, administrative, and support staffs.

2. Administrators must foster discussion of problems among all staff members.

3. The positive reinforcement applied in the "adjustment dormitory" should be consistent throughout the school; and standards of discipline should be agreed to on a schoolwide basis.

4. The term "model mental health program" should be dropped. Instead, mental health concepts must be integrated into the overall school program.

5. Dormitory staff should be upgraded by raising salaries and providing the staff with ongoing, inservice training rather than investing the funds in mental health "professionals."

6. Improvements need to be made to provide more realistic vocational training and better college preparation for the students.

7. The school should not be abruptly closed or even termed a "residential treatment center."

Fort Sill School

The Fort Sill School is scheduled for closure; therefore, the value of these recommendations is questionable. To try and extract from the Fort Sill experience generalities about all Indian boarding schools is probably unwise from such a limited and biased experience. However, some comments are:

1. The issue of consent for medical treatment for boarding school students is a critical one which needs to be considered by the BIA and the IHS. This has been an issue for a long time, and action needs to be taken.

2. A parental consent form needs to be developed so boarding schools have the authority to consent for medical treatment of a non-serious nature, such as immunizations, health maintenance, minor acute medical illness, and so forth.

3. If a large percentage of the students attending Indian boarding schools have behavioral and emotional problems, specific programs to meet their needs must be developed. Obviously, this would require a significant commitment of a well trained staff, including the resources and expertise to deliver such a program.

4. A continued commitment to the special educational needs of students is vital. However, these students need to be identified at a much earlier age if programs are going to have a significant impact on their educational development.

5. Monies should be allotted for alcohol and drug use and abuse treatment programs at the Indian schools. Spending tribal alcoholism money on 50-year-old, long-term alcoholics in end-stage liver failure appears to be of much lower priority than working with teen-agers at great risk for becoming alcoholics.

6. A more active health education program--with special attention paid to human sexuality, sex education, and contraception--

needs to be developed and implemented. The rate of teen-age pregnancy in Oklahoma among Indian adolescents is twice as high as the overall state rate.

7. A comprehensive physical and psychological evaluation documenting the needs of all students admitted to the school, and the development of a physical and mental health program specifically for each student should be required.

8. Thought should be given to developing a different living style for the students. Instead of large dormitories, a nuclear family model with a live-in house father and house mother in a cottage setting might be a more valuable experience.

Educ Prog
Pt I

BIA – Funded Off Reservation Boarding Schools (ORBS)

School Name & Grade Levels	Type	Enrollment		Average Daily Attendance	Accreditation
		Count Week	May 1992		
Chemawa (9-12)	BIA-Operated	344 Students	180 Students	93%	NW Association
Flandreau (9-12)	BIA-Operated	604 Students	400 Students	92%	State/No Central
Riverside (2-12)	BIA-Operated	320 Students	219 Students	92%	State/No Central
Sequoyah (9-12)	Grant	211 Students	196 Students	85%	State/No Central
Sherman (9-12)	BIA-Operated	380 Students	242 Students	90%	State/West Assoc
Wahpeton (4-8)	BIA-Operated	240 Students	169 Students	92%	State Accredited

STUDENT PROFILES

Wahpeton reported:

o 3 out of 4 students at Wahpeton are from single-parent homes headed by a female

o 1 out of 10 7th and 8th grade students came to Wahpeton from treatment centers.

o 1 out of 20 7th and 8th grade students have been placed in treatment while attending Wahpeton.

o 1 out of 4 students came to Wapeton with a social summary; easier to complete the educational summary

o 1 out of 3 students at Wahpeton came from an enviornment of where alcohol and drugs were abused

o 1 out of 5 students are rejected/or neglected; based on number of telephone calls, mail or packages from home.

o 98% of the boarding school applications completed on students do not match the actual student profile. Also, in 98% of the applications, local schools do not report a student's social problems because of the time required to complete a social summary on the student.

Riverside reported that their student profiles were analogous to Wahpeton's student profiles with the exception of those students coming from treatment centers or being placed in alcohol/drug treatment facilities after entering Riverside.

Flandreau reported

o Approximately 80% of students come academically deficient

o Approximately 20% of students attending could do well academically in any school

o The majority of students are from families with income well below poverty level, therefore, the school must be able to provide clothing and other basic items for these students

o Flandreau reported that they estimate that 80% of their students have been abused physically, psychologically or sexually before they arrive at the school

o 100% of students have experimented with alcohol or drugs before coming to the school

o 2 out of 3 students at Flandreau came from an enviornment of where alcohol and drugs were abused

Sherman reported

Many of the students should be considered as at risk students. Statistics to support this include the fact that of the 495 students enrolled at this school 65% come from single parent homes. Many are court ordered to the school. The school has records that indicate nearly 10% are referred by courts but realize that many others were really court ordered but the forms were not submitted because it was easier to enroll them using normal procedures. The school had 191 of the 386 students in their Intensive Residential Group Program or 49% of the students. The school has had a total enrollment of 454 students this school year. Of that total only 242 are still in the school. This means that they have a leaving school per cent of 47%. The registrar indicates that requests for records for these students have been few. For many students this is their last chance for schooling. It should be understood that many students will be back next year.

During this school year 23 students have been expelled for serious violations of the school's code of conduct and 19 have been suspended from school. Numerous others have been withdrawn by parents of students who expected to be expelled or suspended.

During the last school year were 756 incidents of substance abuse on the campus. This is a duplicated account and does not mean that there were that many students. The incidents involve about 50% of the students.

There are some statistics that indicate some of the behaviors of students that would categorize them as at risk.

Chemawa Reported

A school wide survey placed the mental health status of the student population at high risk with many students coping with health problems recognized as life threatening. A report revealed 62% of the students suffered from extreme depression, 73% suffered from drinking problems, 42% suffered from drug problems; and, 32% of the students had seriously contemplated suicide. Statistics indicate 80% of Chemawa students come from families where at least one parent is known to have a drinking or drug problem, and a minimum of 40% of the students themselves come to Chemawa with a chemical dependency. With these facts in mind, it is easy to note that these children of alcoholics and children who are alcoholics and drug users have some serious problems that must be dealt with before they can begin to benefit from an educational program.

Sequoyah reported the following estimated demographics for their students:

- 10% are placed at the school by recommendations of DHS or Court Order
- 85% qualify for Chapter 1 programs
- 75% are dormitory residents
- 10% receive Special Education services
- 95% may be classified as at risk
- 30% are ESL students
- 65% are bi-lingual students
- 75% qualify for Intensive Residential Guidance
- 90% qualify for free or reduced meals

Status Quo Staff	
Wahpeton	6
Chemawa	15
Riverside	22
Sherman	34
Flandreau	28

Summary of Major Findings on ORBS from Monitoring and Evaluation

Strengths

- Despite the age of some of the buildings, 5 of the 6 schools were **well-maintained**
  - **Wahpeton** **Chemawa**
  - **Flandreau** **Sequoyah**
  - **Sherman**

  Riverside was considered better maintained than the average Bureau school.

- **Wahpeton** and **Flandreau** had commendable **library programs**.

- **Chemawa** and **Riverside** had commendable **drug and alcohol prevention programs**.

- **School Boards** at **Sherman** and **Sequoyah** were commendable.

- **Staff retention** was good at **4** of **6** schools:
  - **Chemawa** **Riverside**
  - **Flandreau** **Wahpeton**

Areas Needing Improvement

- All **6** of the schools needed to **complete a comprehensive needs assessment**.

- All **6** of the schools needed to **update their curricula to incorporate findings of recent research on teaching and learning and to make it relevant to the lives of the students by incorporating aspects of their culture.**

- All **6** of the schools needed to **provide training for all staff members** at the schools.

- **4** of **6** schools had inadequate **library programs**:
  - **Sequoyah** **Chemawa**
  - **Sherman** **Riverside**

- All **6** of the schools needed **instructional materials and/or equipment**.

- **5** of **6** schools did not **provide adequate counseling services**. Focus was on crisis counseling and not preventive and needed therapeutic counseling was not provided. **Sherman** provided the best student support services.

- **4** of the **6** schools needed to **revise staffing patterns**:
  - **Sequoyah** **Chemawa**
  - **Sherman** **Riverside**

- All **6** of the schools needed to **work on improved communications with parents**.

- All **6** of the schools needed to **provide an improved climate** by **involving staff in decision-making**.

SCHOOL	TEST TYPE	GRADE	TOTAL BATTERY IN NCE's
Wahpeton	CAT	4	33.9
	BIA Avg=39.0	5	35.1
		6	38.8
		7	40.3
		8	35.3
Flandreau	CAT	9	33.1
	BIA Avg=39.0	10	38.5
		11	35.1
		12	36.0
Sequoyah	CAT	9	36.5
	BIA Avg=39.0	10	38.2
		11	35.9
		12	39.2
Sherman	CAT	9	33.0
	BIA Avg=39.0	10	34.5
		11	39.2
		12	34.3
Chemawa	CAT	9	35.5
	BIA Avg=39.0	10	33.2
		11	38.8
		12	39.9
Riverside	CTBS-4	2	26.5
	BIA Avg=32.0	3	52.7
		4	35.4
		5	41.0
		6	29.6
		7	29.1
		8	29.5
		9	34.3
		10	38.4
		11	[illegible]

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Conclusions

Much of what needs to be done to upgrade the off-reservation boarding school programs is the same as at many of our Bureau-funded schools. A significant difference, however, lies in the fact that the students who attend these schools often come with social/emotional problems, and having many students of this type in one school creates a great challenge. The ORBS, as they are now, are not designed to meet these special needs. These schools, especially, need a major restructuring and redesign based upon the needs of the students who are in attendance. At present, they mainly strive to meet state and/or regional accreditation which does not take into account students with problems of the magnitude seen in off-reservation boarding schools. Perhaps they should be redesigned one at a time, with some piloting of innovative programs.

PORTLAND AREA
BUREAU OF INDIAN AFFAIRS/
INDIAN HEALTH SERVICE

JOINT COMMITTEE ON CHILDRENS' ISSUES

INITIAL REPORT

January 1, 1987

RECEIVED
1987
PRINCIPAL

Scope of This Report:

In the spring of 1986 Don Davis of the Portland Area Indian Health Service and Van Peters of the Portland Area Bureau of Indian Affairs held a joint meeting to discuss mutual concerns about the health and well being of children and adolescents in the Portland Area. As an outgrowth of the initial meeting, a Joint Committee was formed to define the scope of the problems and to report back to both Directors to this effect.

After many working drafts over months of joint work, this document is the product of the Committee's efforts. Although the original charge of the Committee was centered upon the Chemawa Boarding School, it was clear to both Directors and to the members of the Committee that issues identified for the Chemawa facility generally applied for all of the programs serving Indian children in the Portland Area. For this reason, the charge to the Committee was expanded to include general concerns about the mental, social and phycical health of Indian children in the Area. Although not exhaustive, this report represents the Committee's initial definition of the problems as perceived in rough order of priority.

Several points about this report must be emphasized. First, the report does not contain plans for solving the problems identified. It is the hope of the Committee that the report will be presented to each of our agencies and one of the results will be the appointment of a standing committee whose initial charge will be the formulation of action plans to address the problems. It is hoped that this future committee will be expanded to include other parties from both agencies. Second, even as action is planned to address the problems identified in this initial report, some of the needed action is beyond the scope of the Area level. It is hoped that these reports will be shared with the BIA and IHS Headquarters programs in order that issues of policy and program priorities be studied.

Third, it must be noted that many of the problems identified as specific to Chemawa are well on their way to being resolved, thanks to the efforts of both BIA and IHS staff at that facility. The efforts of both agencies at Chemawa to meet on an ongoing basis around the issues identified in this document as well as other issues seems to have been very effective.

Finally, it must be noted that the problems identified for the Portland Area are unlikely to be unique to this Area. Certainly the problems of delivering adequate services to Indian children and adolescents stem from a variety of sources. In part, legal and jurisdictional issues of responsibility for the care of Indian children among the tribes, states and federal agencies have made it possible for all concerned to minimize the responsibilities of their own agencies in providing these services. In the states in the Portland Area, it appears likely that the states have a responsibility to provide services to Indian children that is not met, often based upon the assumption that these services are a BIA or IHS responsibility. Likewise, the federal agencies involved have minimal funding to provide needed services based, we must assume, upon the assumption that the money to provide the services is being allocated through the states to the tribes by the block grant mechanism. These Indian children, not a highly vocal constituency, have fallen through the cracks in the system.

Another barrier to our efforts to obtain resources for needed services is the lack of awareness of the epidemiologic data about the mental health of Indian children and adolescents. Epidemiologic studies of the mental health of this group consistently demonstrate extraordinarily high levels of pathology. Perhaps because of the numbers of children involved across the country, these studies are dismissed or ignored. On either an Area or national basis, it might again be valuable to compile the epidemiologic data about Indian children and adolescents to the end of increasing awareness nation-wide about this issue which must surely be the single greatest unmet health and social need of Indian people.

To date, positive efforts have been made to address isolated portions of the mental, educational, social and other health and welfare problems of Indian children. The Indian Child Welfare Act, among others, attempted to address some of these problems, as has recent legislation targeted toward alcohol and drug abuse among Indian youth. However, initiatives targeted toward portions of the overall problem, such as the recent initiatives around suicide in Indian youth, cannot hope to be more than fragmentary. It is our hope that in the next several years, information can be gathered that would permit the introduction of legislation in Congress for an overall initiative to improve the mental and social health of Indian children and adolescents.

ISSUES SPECIFIC TO CHEMAWA

The following are the topics that the joint committee on childrens' issues at the BIA/IHS Area level identified as being current and ongoing at Chemawa.

Although lengthy, this list represents a smaller group of problems than was first identified by our joint efforts. The reason for this abreviated list is that the BIA and IHS staff at Chemawa have begun to work together on a large number of the problems. Because of these commendable efforts the group of problems demanding work on the Area level has been reduced significantly.

It is recognized that some of the problems identified in the list for Chemawa extend far beyond the boundary of the school. The health, welfare, and education of Indian children is certainly a problem in all of Indian country. Some of the issues that seem immediate at Chemawa are, in fact reflections of much larger issues that concern us on a national or Area level.

With these considerations in mind, the following represents our identification of problems at the Chemawa facility that merit the ongoing attention of our group:

1.Designation of Chemawa as a School Health Facility by IHS:

At some point Indian Health Service's staffing for the school health portion of the Service Unit was lost or was not received. The Service Unit currently provides services to all of Western Oregon, and no special provisions are made to provide health services to the school children and adolescents. There is a need to re-examine this decision, focusing upon the possibility of potential future staffing on the same basis as the other IHS facilities serving boarding schools.

2.Medical and Mental Health Coverage for Students:

Because of the staffing difficulties discussed above, a number of other health care problems for the Chemawa student population have arisen.

Of these, the lack of after-hours infirmary coverage by the Indian Health Service is the most keenly felt by dormatory and school staff. Since most students are likely to become ill or to have mental health crises after hours or on weekends, many of the IHS services are not available to the student population when needed most. For example, even though the mental health staff member works after hours frequently, full coverage would require that this single provider be on call twenty-four hours a day, seven days a week. Likewise, medical staff at the current staffing level work be equally stressed. The lack of infirmary services and night coverage make the Chemawa facility unique among boarding school health programs.

It was again discussed that a first step toward solving these problems would be to determine at what level in the organization and by what criteria the staffing decisions about the Western Oregon Service Unit were made. If this can be determined, a new examination of the staffing patterns for Chemawa might be indicated.

3.BIA Staffing According to Student Needs:

Some of the current problems with the health care delivery system at Chemawa are caused by a lack of recognition of the special needs of the school population by the IHS. BIA has funded programs at Chemawa as if they were serving an "average" group of students. In fact, availble data support the contention that many Chemawa students are high-risk, often very troubled young people. In spite of this funding for school staff, and particularly dorm counselors, does not allow for the provision of services of the quality and quantity needed by this group of students.

Qualifications for hiring dormatory staff should be raised. In addition, consideration of the kind of students that now attend the Chemawa school suggests that staffing should be changed from a primarily educational facitily to a mental health focused staffing pattern in terms of the individuals hired as dormatory staff.

4.Student Selection Criteria:

Staffing is not currently adequate to deal with troubled students, or students likely to need special or high-intensity services. Since this is the case, should these students be denied admission rather than receive grossly inadequate services? It was noted that the accuracy of data from the reservations about students was often so poor that it would be difficult to screen potential students on the basis of this information. At the very least, however, admission requirements for the school should take into account the students' social and behavioral status as well as their educational requirements.

5.Professional Staffing:

As noted above, the current staffing of human services professionals is inadequate to meet the needs of the students. Both IHS and BIA staffing is inadequate to meet the needs of the student population or the national standards of care for child and adolescent care facilities. Medical, mental health and social health staff are keenly missed. A reasonable level of professional staffing would be comparable to either state or private facilities.

The use of the skills of professionals within the system may also not be the most efficient possible. There is a problem of "triage" or assigning the child or adolescent to the provider with skills most appropriate to the problem. Dormatory staff need to be trained and supervised on what problems they can handle themselves, and which problems, such as the suicidal student, need referral to a professional on an immediate basis. Likewise the skills of the professional are not used efficiently if simple "counseling" on matters such as academic performance or adjusting to dorm life are at issue, without any complicating factors. An effective interagency triage or sorting system could reduce the risks to the child and the misuse of professionals' time.

In addition to the staffing and triage issues, technical supervision (as opposed to administrative supervision) is needed by the dormatory staff in particular. Professionals are well aquainted with this system. In providing this technical supervision, cases are reviewed and teaching takes place between the professional and paraprofessional therapists or counselors. An interagency mechanism for providing this technical supervision is needed, particularly if any attempt for the program to conform to national standards is anticipated in the future.

Yet another portion of the interagency system of care must be provided by means of agreements between the agencies and departments. For example, protocols governing the care of suicidal and drug abusing students, violence, and pregnant students might be useful.

A number of training needs were identified in the Chemawa system. Of these, the training needs of the dormatory staff were among the most critical. Low pay of these staff members allows for only the most minimal qualifications for these staff members. Yet theses staff are expected to provide skilled "counseling" for students. An ongoing training program in counseling skills for dormatory staff is one of the most critical training needs of the Chemawa system.

6.Continuity of Care and Information:

One of the reasons for the difficulty with continuity of care and continuity of information at Chemawa is that people in different parts of the system have different explainations of students' behaviors based upon their fields of special expertise. For example, one staff member may perceive a conduct problem in a particular student, where another sees a major depressive episode, and yet another sees a substance abuse problem in the same student. The use of joint staffings should help to conquer this problem, but further help for this problem may be amenable only to joint training and educational activities.

Each organizational unit in the Chemawa system cares for a portion of the child or adolescent according to its own training and philosophical predisposition, with little sharing of information from all the different sources. Because of the limitation of resources, particularly technical resources, sharing of information, and joint planning for students is vital. It is anticipated that better sharing of information, and more joint activities such as joint staffing of high-risk students could greatly improve the quality of care and the quality of information about students in the Chemawa system. The Chemawa staffs have already made major strides in this direction, but the progress must be monitored.

A clear difficulty that all parts of the Chemawa system experience is the referral of students whose health and mental health problems are not known at the time of referral. Health programs and social service agencies on a number of reservations fail to complete or send adequate social summaries, medical records, and other vital information about students sent to Chemawa. As a result, the system is not equipped to handle the medical problems, major mental illness, and other problems in the students, nor have some of the basic information needed to work with the students after they arrive. Solutions to this problems may include working with tribal, IHS and BIA staffs on the various reservations from an Area level to get this needed work done before students are admitted.

7.A Pregnancy Program:

Each year between six and ten pregnancies occur among students. The Service Unit is not funded to pay for the deliveries. Resources are inadequate to provide for the needs of the mother and child in general. If the mother has emotional and social needs like others in the student population, even more difficulty is enountered in obtaining adequate services. Because of the risks to the mother and child from trying to provide services with inadequate resources, balanced against the right of the woman to receive an adequate education, legal problems are posed by this issue. It may require a national interagency policy and perhaps a joint opinion by IHS and BIA legal staffs.

8.Blood Quantum and Eligibility:

The Indian Health Service is currently holding hearings on an administrative regulation which would limit eligibility for IHS services to one quarter or greater Indian blood. In contrast, eligibility for the boarding school has become more relaxed, allowing students with less Indian blood than this to attend the school. If the administrative regulation goes into effect as proposed, a number of students would become ineligible for services through the IHS. It was felt that this issue should be raised at the Headquarters level as a needed modification of the proposed administrative regulation.

9.Drug and Alcohol Program:

It was noted that there is a need for more alcohol and drug services for the student population than area presently in place. Furthermore, additional types of alcohol and drug treatment services may be needed to help cope with the serious problem with substance abuse at Chemawa. For example, more services provided on weekends would be valuable in that this appears to be the time when the majority of alcohol and drug abuse takes place.

A useful step in trying to expand services for alcohol and drug abuse would be to attempt to measure the scope of the problem at Chemawa. Until the problem is measured in a quantitative way it will be difficult to gear the programs up to meet the need that is widely reported on a more qualitative basis.

There is a need for the development of a systematic and reliable way to obtain residential and inpatient treatment for both mental health and alcohol and drug problems of students. In part, the problem stems from the inability of the Indian Health Service contract health system to consider many of these cases as emergencies. In part, the problem stems from the lack of nearby short-term child and adolescent facilities capable of handling these children and adolescents capably.

This is the Initial list of problems identified as appropriate for interagency work from the Chemawa Boarding School. It is not a complete or exhaustive listing, but rather an elaboration of the most significant and potentially workable problems.

AREA WIDE PROBLEMS:

The following problems were identified as Area-wide issues that should be addressed as Area-wide IHS and BIA concerns.

1Lack of Planning for Indian Childrens' Services:

> In the Portland Area alone it is estimated (conservatively) from the epidemiologic literature that there are over six thousand Indian children in need of evaluation and treatment for serious mental and emotional problems. IHS currently has one position in the Area, at one Service Unit, to deal with this problem. BIA staff, with one BIA psychologist in the Area have been trying to address the needs for evaluation and treatment planning, but one person for the Area does not go far.
>
> IHS considers evaluations for emotionally disturbed children as a second-level Contract Health Care priority. The states, generally are so understaffed around reservation communities that they have few or no services to offer to Indian children, in specific.
>
> Indicators of the mental health of Indian children in the Area are of concern. Rates of suicide, dropout, adolescent pregnancy, drug and alcohol abuse and other indicators of adolescent mental health are all several times the rate for non-Indians in the Area. These problems are generally considered to be representative of earlier and ongoing mental health proublems of children and adolescents. By all indices our Indian children and adolescents are in deep trouble throughout the Area, and we have not yet made any effort to address the problem.
>
> Medical needs of the child and adolescent population are closely connected to the social and mental health of this population, more so even than adults. There is a need to develop secondary prevention strategies for children and adolescents, including screening tools and staffing appropriate to the task. Services such as prenatal care for adolescents are needed in a systematic and structured way.
>
> With grossly inadequate resources, the BIA is responsible for providing services to 248 handicapped children in the Portland Area, and has just been given responsibility for eighteen head start programs.
>
> As it now stands many children with developmental delays and handicapping conditions are being missed untill very late in their development when reversal of the conditions or helping them cope with the conditions is much more difficult than if the conditions were identified early.

There was a need identified by all for a developmental screening process using both BIA and IHS staff that could be made available to the Indian children of the Portland Area. Areas that were identified as needing to be included include speech and language, psychology and counseling, social evaluations, neuropsychological evaluation, and a physical examination by a pediatrician were identified as routinely needed developmental assessment services. For special cases, ENT, occupational and physical therapy, optometry and ophthalmology services, child neurology and other specialized services are needed frequently.

As it now stands, most Indian children do not receive a complete screening until at least third grade. There is a need for a coordinated early developmental screning program using personnel from both agencies, and contractors.

Because of this need it is suggested that the IHS Area MCH Specialist be included in the deliberations of the committee.

Beyond the need for more staff dealing with childrens' issues from both IHS and BIA, there is a need for a long term strategy to address the problem of Indian childrens' mental and physical health now, in an attempt to minimize future impact on the welfare, criminal justice, alcohol and drug, and health systems of just a few years from now. There is a need for both an Area and a national strategy to deal with this crisis at both the IHS and BIA levels for the coming years. This coordinated approach must include a serious study of the health needs of children and adolescents, as opposed to the impressionistic means of identifying these needs that has prevailed in the past and has lead to mistaken planning assumptions such as the assumption that Indian children and adolescents have no significant health problems. Serious efforts to address these problems must include active working agreements between the BIA and IHS on all possible levels, as well as serious attempts to identify resources needed to solve these massive problems.

2.Shortage of Child Welfare Funding:

As a result of reductions in BIA funding, which was admittedly never close to adequate to run the programs it was intended to run, a new crisis exists on a number of reservations in the Portland Area. As a result of the reductions in funding, the BIA has adopted a grant process which has caused the loss of Indian Child Welfare Act programs on some reservations, completely. At a time when sexual abuse seems to be on the rise, and we are very conscious of the mental health of Indian children, the loss of these programs has had a major negative impact.

In some cases, IHS staff has been asked to pick up the load of cases left by the loss of the ICWA programs. In other cases, the IHS funded "638" mental health programs have been directed to take over these functions. This has placed a great deal of pressure on the IHS mental health system which has roughly half the appropriate staff for the adult mental health load, and is generally untrained in child mental health and child custody evaluations. IHS funding has even been inadequate to provide training for mental health staff to learn to do the necessary evaluations, should they be required to do so.

In most cases the states are ill equipped to deal with Indian children. There are insufficient competent Indian foster homes for placement of Indian children, so the states tend increasingly tend to be using non-Indian foster placement of Indian children, once again. As a result of poor funding of Indian Child Welfare Act programs, tribal judges have few alternatives available for on-reservation child placement. Because of the loads on many of the state and county systems, it is unlikely that the states and counties will be able to provide adequate services to the reservations that now need them more than ever.

Although some of the Indian Child Welfare Act funding has been restored recently to the Portland Area. The overall funding remains inadequate to the task.

3.Sharing of Information and Confidentiality:

There are a number of contradictory issues related to sharing of information and confidentiality. On one hand medical and mental health information must be handled carefully in order to maintain the confidence of children and adolescents in their ability to speak freely to health professionals without fear that whatever they say might be shared with someone who might use this information to harm them. In addition, this information is required by law to be limited to those with a "need to know."

On the other hand, mental health information must be shared with non-medical staff in order to help students with emotional trouble or medical problems that impact their living situations and school performance. In school, psychological testing information is critical to the evaluation of students, and it is foolish, when resources are so scarce to require duplication of effort for BIA to have to pay to duplicate information the the IHS may already have. IHS mental health staff also need educational data in order to perform an adequate assessment.

Solutions to this problem may lie with both written agreements and with joint interagency staffings. The interagency agreements that are now in effect need to be used actively by both agencies. However, in spite of the existing interagency agreements, some IHS Service Units are not sharing needed evaluation data with BIA, causing the BIA to need to duplicate the same evaluations that were carried out by IHS previously. Service Units need to be reminded of existing agreements for information sharing, and perhaps new agreements devised. Training of field staff in these responsibilities may be needed.

4.Child Abuse:

Both physical and sexual abuse of children are becoming more evident throughout the Area, whether as a result of increased public awareness, or as a resule of actual increases in these events. Tribal communities seem increasingly concerned with these problems, even as the resources needed to deal with them shrink..

Beyond the need for increased resources, there is a need for a joint, interagency approach to reporting, treating, intervening, and dealing legally with these problems. It is clear that many federal, state, and tribal agencies must be involved in arriving at a coordinated approach to this problem. Without a coordinated approach, the various agencies tend to work at cross purposes, and little is accomplished in even the individual case.

Several inexpensive approaches to this problem are available. Tribal judges play a critical role in this process, and it is critical that both they and agency administrators understand how a child abuse interventions system works in the 1980's. Training in this subject could be provided for these officials at a small cost in comparison to the benefits.

The role of health professionals in this system could be strengthened in several ways. One of the most significant barriers to an effective child abuse intervention is an effective and coordinated reporting system. Because of the complex jurisdictional issues involved among the states and tribes, it is not at all clear to whom health care providers must report child abuse. A clear interagency agreement involving the states, tribes, BIA, IHS and U.S. Justice Department would do a great deal to improve child abuse reporting, and thereby the intervention in this major problem.

An interagency conference, discussing very specific requirements for all parts of the intervention system could be arranged. The U.S. Department of Justice should certainly be included in these efforts.

5.Residential Treatment:

One of the most pressing needs for both the BIA and IHS is for residential treatment resources for children and adolescents. These need to include alcohol and drug, mental health, and developmentally delayed services. Almost none of these needed services are now available for Indian children.

A first step in helping to address this problem would be undertaking a major needs assessment study for the Indian Childrens' population in the Area. Included in the study should be an identification of resources needed overall, resources actually present, whether these resources are able to be used, and if not, why not. There is a need in the overall system of services for Indian Children for institutional placement procedures for evaluation purposes, and the need for interagency agreements among BIA, IHS and the states.

6.Contract Health Funding for Childrens' Services:

One of the most difficult problems currently is obtaining contract health funding for major , and even life threatening problems of Indian children and adolescents. Because few of the IHS field staff, particularly physicians, are trained in child psychiatry, few emotional or mental problems of children are recognized by the Service Units. Even if they are recognized, their seriousness tends to be grossly underestimated in the competition for contract health service funds.

On a chronic basis, treatable mental and emotional problems of children and adolescents tend to receive almost no CHS funding from IHS in spite of their high lethality in many cases. A new mechanism for prioritizing these cases may need to be found.

This is an initial working list for the committee. It is not by any means exhaustive, but should provide a number of the most critical issues on which we can begin to work.

In order to be realistic, we must realize that only some of the solutions to these problems can come from the Area level, no matter how innovative our approaches to these problems may be. At some point bringing these issues to the attention of our national programs may be needed. In some cases it may be that only legislation can remedy some of these problems.

SUMMIT CONFERENCE
ON
BIA FUNDED DORMITORIES

SPONSORED BY THE

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BUREAU OF INDIAN AFFAIRS
WASHINGTON, D.C.

APRIL 16 & 17, 1991

HOLIDAY INN
OKLAHOMA CITY AIRPORT WEST
OKLAHOMA CITY, OK

INTRODUCTION

A Summit Conference was convened Tuesday Evening, April 16 and Wednesday, April 17, 1991. The conference was to provide a forum for residential program staff to interact, exchange program ideas, and to identify critical concerns and develop recommendations for updating residential program services.

RATIONALE

The student population in residential programs is dramatically changing. Students enter programs after experiencing failure in other programs that did not meet their needs. They bring with them a multitude of complex problems almost always magnified by alcohol and substance abuse.

PARTICIPANTS

146 Participates attended the conference representing most of the 67 BIA funded dormitory operations. In attendance were school principals, school board members, mollifying aides, mollifying specialists, dormitory managers, and residential guidance counselors.

PROGRAM

The conference participants were divided into six major groups - school board members, school principals, homeliving aides, homeliving specialists, dormitory managers, and residential guidance counselors. Each of these groups were then sub-divided into smaller work groups of five to seven people. Each work group met and, through a consensus process, identified five priority issues or concerns regarding residential programs. After approximately two hours, the small work groups were reconvened into their major group. Each major group then considered the priority issues of each of their small groups and then through a consensus process began consolidating and identifying five priority issues that represented their major group.

After approximately two hours, the six major groups were convened into one large group. The large group considered each of the priority issues identified by each of the major groups. The large group then proceeded to identify nine priority issues of concern. The following is a listing of the concerns that were identified by the six major groups and the large group.

LARGE GROUP PRIORITY CONCERNS

1. STAFF TRAINING/DEVELOPMENT OF QUALITY STAFF:

Develop a comprehensive staff training program so personnel will be prepared to service our students with their needs. The student population in our residential programs are changing and our staff will need to change along with them. Quality staff will be able to provide quality work. Staff training and development should be an incentive and requirement.

2. FUNDING:

The I.S.E.P. funding formula needs to be revised so it meets student service needs instead of basic enrollment criteria. It must reflect the needs of the various differences found in residential programs from school to school. Funding must be adjusted to the student/staff ratio can be at a level where affective services can be provided. Facility renovation, replacement, and maintenance funds need to be appropriated for the local level.

3. HIRING/KEEPING AND ATTRACTING QUALIFIED STAFF:

Residential staff pay, especially at the paraprofessional level, need to reflect the responsibilities these staff persons assume. Staff qualifications need to be revised and upgraded so they will be able to service students with complex needs. Job satisfaction, security and longevity is a must to retain qualified and good staff.

4. MISSION STATEMENT:

A comprehensive mission statement from the Assistant Secretary-Indian Affairs/Director-Office of Indian Education Programs must be developed. The statement must recognize and financially support the vital role of the mollifying department in meeting the local community education needs.

Extended education programs must be established to allow students to develop decision making, problem solving, leisure and general life skills in a multicultural environment.

5. **SCHOOL BOUNDARIES:**

Current school boundaries at present hinders residential programs in developing new and innovative programs to meet student needs. It contradicts the concept of local control.

Competition among residential programs to attract and service students can only bring better and stronger programs. It will allow parents to choose programs that they feel will be of greatest value for their children.

6. **ANCILLARY SERVICES:**

A comprehensive support program in the areas of mental health, medical/health care and security must be developed and implemented. Trained staff such as a school nurse, mental health worker and security personnel need to be a part of this program. Currently, residential staff are expected to provide these services. They are not able to adequately provide these services.

7. **EQUAL STATUS:**

Children are unable to learn and be successful in school if they are emotionally and socially dysfunctional. Trained residential program staff can affect positive changes in the lives of their students. Residential programs and its staff must be afforded the same respect and opportunities as their counterparts are in the academic program. A student's mental, physical, social, emotional and spiritual being must be positively supported for success.

8. **STRUCTURED ACTIVITIES:**

Residential programs must offer its students positive and productive activities. They should included but not be limited to life skills development activities, leisure time activities and service oriented activities. Students must also be afforded some private time for themselves.

9. **SUBSTANCE ABUSE PROGRAMS:**

A comprehensive substance abuse program must be part of every residential program. It must include prevention measures, policies, access to treatment and aftercare. It must span all grades and ages of the students in attendance. Low self-esteem and disruptive behavior are both products and symptoms of substance abuse (direct or indirect) found in many of our students. It is a disease and must be treated as such for our students to become a whole person again.

PRIORITY CONCERNS OF THE BIA MAJOR GROUPS

SCHOOL BOARD PRIORITY CONCERNS

1. FACILITIES: Facilities Management must be administered under educational administration maintaining oversight responsibilities for prioritizing needs. The federal regulations addressing priority ranking of new construction must be amended to meet ranking stability.

The Federal regulations addressing priority ranking of facilities for new construction is a barrier to met demands for an appropriate safe climate and healthy environment. Also, the BIA's current requirement for administration and supervision of educational facilities have appropriate oversight, implementation, and administration of appropriate facilities management of educators concerns for educational facilities construction, preventative maintenance, and renovation to meet the needs addressed by standards, program requirements, and prioritized needs.

2 FUNDING CRITERIA: Funding criteria must be revised and updated to met student service needs instead of enrollment criteria requirements for allocating programs funds.

The current established program funding criteria limits programs innovation to meet the appropriate demands for meeting student needs, especially when there exists limited enrollment requiring diverse specialized services. The limited funding is usually not enough to even meet the basic minimum requirements of program services; therefore, such program services does not meet appropriate student services needed to address enrichment activities, extra curricula, transportation cost, increasing on-going staff development and personnel for diverse specialized service.

3. ENROLLMENT CRITERIA: The regulatory requirements must be made flexible to support local policy development establishing enrollment criteria that give parents choice of school. The bureau school not dictate the establishment of non-overlapping boundaries.

The regulatory requirements addressed in BIA guidelines/manuals on dormitory enrollment criteria conflicts the need for non-over lapping boundary requirements and parents choice of schools, thus, contradicting local control policy developments because policies must adhere to regulatory requirements.

4. PROGRAM REGULATORY REQUIREMENT: The dormitory program funding allocation must be distributed as a single distribution to meet all program service requirements based on assessed needs of student population instead of eligible program enrollment criteria.

The program regulatory requirements limits program and resource coordination in meeting the needs of all students and thus promote BASIC dormitory, Intensive Residential Guidance and Intensive Exceptional Education Programs to be administered more independently than integrated to serve to all students who can benefit from the program. The coordinated resource of program funds would allow the flexibility needed to meet the needs of all students through consolidation of funds to meeting the diverse needs of all students.

5. PERSONNEL CERTIFICATION & RATIO ISSUES: The minimum basic requirements of standards must be supported by appropriate allocation of resource and additional funding must be made available to support unique needs of each program.

The state and bureau standards addressing the requirements for professional personnel qualifications, certifications, and staff/students ratio often prohibits the employment of local paraprofessional who usually can contribute and provide more appropriate services. Due to limited funding, the program is involvement to address the priority funding of professional staff to meet the minimum basic requirements of standards.

DORMITORY COUNSELORS PRIORITY CONCERNS

1. STAFF TRAINING: A lack of professionalism and general low-self esteem seemed based on the lack of confidence in their ability to perform their jobs for most dorm staff members. In-service training of these aides, made mandatory, directed toward specific job descriptions will set performance standards. Being able to perform the important job efficiently can only build self-esteem and add pride and a feeling of professionalism. Staffers, proud of their jobs, can inspire pride an self-worth in students by serving as examples of positive people.

2 ISEP FUNDING DOES NOT MEET THE INDIVIDUAL NEEDS OF THE STUDENTS OR THE INDIVIDUAL SCHOOLS.

The present funding formula does not factor in the type of student with special needs nor does it factor in the type of physical plant involved. There exists a need to monitor funds generated for special programs to assure more efficient application of funds for those programs. No element of the formula provides for special programs such as summer activities, weekend residency or holiday times for dormitories to remain open. The present formula does not identify homeless children and address their need for stable residency through the entire calendar year.

3. COUNSELORS SHOULD HAVE THEIR TIME DESIGNATED TO MEET THE NEEDS OF THE STUDENTS FROM A COUNSELING POINT OF VIEW.

Some counselors are assigned task-type activities that are not student generated or student serving. Serving as chauffeur, clerk, errand person, or switchboard operator take time away from counseling or personal contact with the students, the primary reason for being present in the dormitory.

4. ATTRACTING QUALIFIED STAFF:

The image of the dorm aide job may not attract trained persons. Setting up a graduated pay scale that would consider experience, training and education is a possible approach. Offering full year employment and the attending job security is also a possibility. A career ladder would enhance the professional image and assure continued self-improvement

5. THERE IS A POLICY CLASH BETWEEN CRITERIA FOR RESIDENCY AND THE ACTUAL NEEDS OF SOME STUDENTS.

Parents presently do not have the choice of sending their children to a dormitory if they live outside a boundary, have bus service or some other factor. This immediately limits the number of students who can be served. It freezes the school/dormitory to a number and prevents growth and the initiation of new programs. If allowed to expand services, competition could quickly generate more efforts toward excellence and benefit all residents.

DORMITORY MANAGERS PRIORITY CONCERNS

1. Reduce student/staff ratio - Funding for transportation - increase in pay.

2. Training

3. Need union representation for Dormitory Managers.

4. Need qualified personnel. revise qualifications. Allow upgrade through some actual experience.

5. Open door policy - support from administration/school board.

HOMELIVING AIDE PRIORITY CONCERNS

1. Training and education to service the needs of each school as requested by staff. With the knowledge level of the youth we are serving, we the dorm staff must educate ourselves to support the needs of the students of today and tomorrow. Also to ensure compliance with our changing job descriptions.

Example: Training on social issues
Training on health issues
Training on developmental issues
Training on abuse issues
Training on assertive discipline, etc.

2. More communication between administration, dorm staff, parents, students with school board. This is for dorm staff to have their input in the needs for improvements in the dorm area.

3. To create a better environment for students. To learn through:
    a. Better playground equipment
    b. More directed recreation program

Thereby increasing the program so more students will want to come and thereby increasing our enrollment.

4. Pay increases among dorm staff.

A lot of responsibility with the children, and are directly in touch with them from time school's out till the time school starts, and students are on campus year around except for summer months.

Consistent salaries with other residential facilities. i.e., janitors, maintenance, food services, etc.

Increase in pay will increase staff education, so they will have extra funds to school on their own.

5. Security:

a. On school campus for safety and protection of the students, staff and facilities.

b. To curtail substance abuse/behavior.

PRINCIPAL PRIORITY CONCERNS

1. Mission statement from the Assistant Secretary - Indian Affairs/Director, OIEP which recognizes and financially supports the vital role of the mollifying department in meeting the local community education needs.

Extended education programs must be established to allow students to develop decision making,problem solving, leisure and general life skills in a multicultural environment - based on the mission statement.

2. Community wide training to empower the dorm community to be co-equal with the academic staff.

3. Facilities must be built and maintained with 3500 funds under education's control to allow the students and school to meet their mission statement. This includes the total school program, i.e., grounds and buildings.

4. Update the ISEP formula to address non-funded students, to increase salary to reflect improved qualifications, and to meet the school's mission statement.

5. BIA should recognize local control over tribal issues with least amount of authoritative control.

HOMELIVING SPECIALIST PRIORITY CONCERNS

1. Quality Staff

    Career Ladders
    incentives
    Training
        Informal - on the job
        Formal - outside resources

2. Student/staff ratio

Flexible and adjusted to local school needs

3. Ancillary services (community agencies, school nurse, mental health, etc.)

4. Facilities

Revaluate with users' involvement

5. Clarification of mission statement, roles, and responsibilities

Develop, update & amend policies/procedures
Central staff person to concentrate on residential programs.
To meet the needs of changing population

— BIA
— NAT. FEDERATION of FEDERAL
Employees
1987/86

A STUDY OF STUDENT ENROLLMENT AND RETENTION PATTERNS IN OFF-RESERVATION BOARDING SCHOOLS

% of this year's students who were here 4 yrs ago. or

DEDICATION

is study of student enrollment and retention patterns in off-reservation boarding
hools (ORBS) is dedicated to the memory of our friend and colleague, Charles E. Jones,
verside Indian School, Anadarko, Oklahoma. Mr. Jones, an original ORBS study team
mber, had a fatal heart attack on February 8, 1988. Mr. Jones was a friendly and car-
g individual, who always had the best interest of students at heart. The loss of Mr.
nes' experience and expertise, resulting from 29 years with the Bureau of Indian
ffairs, has been felt. To all of his acquaintances and friends, he was and will be af-
ectionately "Charlie".

Introduction

ring the 1987-88 school year, Bureau of Indian Affairs' School Administrators and Of- cials from the National Federation of Federal Employees (NFFE) jointly conducted a udy of enrollment and retention patterns at six off-reservation boarding schools oper- ed by the Bureau. The six schools are listed in Table I.

TABLE I

Off-Reservation Boarding Schools, Location and Service Levels

SCHOOLS	LOCATION	ACAD/RES SERVICES
emawa Indian School	Salem, Oregon	Grades 9-12
landreau Indian School	Flandreau, South Dakota	Grades 9-12
oenix Indian School	Phoenix, Arizona	Grades 9-12
verside Indian School	Anadarko, Oklahoma	Grades 2-12
erman Indian School	Riverside, California	Grades 9-12
ahpeton Indian School	Wahpeton, North Dakota	Grades 4-8

ach off-reservation boarding school (ORBS) has an attendance area from which eligible dian students may apply for admission. Each ORBS provides a basic education program d dormitory living arrangements on campus. Health and medical services are provided o the students through Indian Health Service clinics and/or hospitals either on or earby each campus. The academic program offered by Flandreau, Phoenix, Riverside and ahpeton is accredited by the North Central Association of Schools and Colleges. The rogram offered at Sherman is accredited by the Western Association of Schools and Col- ges. Chemawa's program is accredited by the Northwest Association of Schools and Col- ges.

Background and Need for the Study

is generally acknowledged that students enroll at ORBS for either academic or social easons. This means that the student's academic or social developmental needs, for hatever reasons, cannot be met in the student's home community. In recent years, arious reports have examined the overall student holding power of selected ORBS. Al- hough these reports have examined overall enrollment patterns of selected ORBS, no udy has specifically identified why students leave an ORBS during the school year or use characteristics which differentiated these students from those that remain at ool.

ing meetings between the BIA management and the NFFE in 1987, it was agreed that an -depth study of the ORBS student enrollment and retention patterns for the 1987-88 ool year would help both management and union officials in identifying strategies to prove the holding power of the ORBS.

purposes of the study were to:

1. Identify student enrollment and retention patterns for the ORBS over the last three years, with a detailed examination of these student patterns for the 1987-88 school year.

2. Identify how students tend to view their school/home environments as they arrive at the school.

3. Identify how the perceptions and characteristics of those students who are dropped from the school's enrollment differ from the perceptions of those students who remain in the school on selected items of the school/home environments.

4. Identify the perceptions of those students who are dropped from the school's enrollment on such matters as why they are leaving school, their future plans for attending another school, the school and their home environment.

5. Identify how the perceptions of those students who leave school early change over the time of their stay on selected items.

6. Recommend possible changes to ORBS programs/procedures to keep more students in school and thus, improve the ORBS retention rate.

Methodology and Instrumentation

ior to the 1987-88 school year, management and union representatives from the six ORBS t in Denver, Colorado, to set the parameters of the study. A total of three instru- nts were developed. The Student Entry Questionnaire (SENQ) was developed for admini- ation to each student who enrolled in the six schools. The Student Exit Questionnaire (SEXQ) was developed to be given to each student who was dropped from the school's enrollment during the school year. A third form, the Student Information Sheet (SIS) was developed to provide specific administrative data on each student. The SENQ and SEXQ were administered to each student, the SIS was completed by each school's staff.

Analysis of Data Findings

he report analyses the results of the administration of the Student Entry Questionnaire (SENQ), the Student Information Sheet (SIS) and the Student Exit Questionnaire (SEXQ) to e applicable students during the 1987-88 school year. The results and findings are [illegible] separate subsections according to each major purpose for the study.

Descriptive Statement of Individual Schools

Chemawa Indian School

Chemawa Indian School is the oldest continuously operated off-reservation boarding school in the United States. The Bureau of Indian Affairs operates this school at a location north of Salem, Oregon. The rather new facility includes a complex of dormitories built to house 450 students. Academic and recreational facilities are designed for 600 individuals.

A diverse student population comes to Chemawa through over thirty BIA Agencies from primarily six states. In a given year over sixty tribes are represented in the four high school classes. The retention rate has hovered around 50% in recent years.

For the last three years the school budget has ranged between $2.5 million and $3.0 million. This budget serves a population over 40% of whom live with single parents and over 50% of whom come from a household with less that $10,000 in annual income. Students are usually a year or more older than their public school counterparts and both boys and girls consider poor academic skills to be a primary personal problem.

Flandreau Indian School

Flandreau Indian School has been a continuously operated government school for Indian students since 1877. It opened originally as a day school until 1893 after Congress appropriated $72,000 for the construction of the first three buildings for the boarding facility. At that time it was operated from grades one through eight. Additional grades were added until the twelfth grade was completed in 1929. Gradually, through the years, the lower grades where eliminated with only four grades of high school left today. The school is located one mile north of the town of Flandreau, South Dakota. The present dormitories, gymnasium, auditorium and academic building were opened in 1963. The entire school complex was built to accomodate a diverse student body of approximately 600 students. The majority of these students come from 26 different tribes located in nine (9) states. A wide variety of academic and social activities are provided to meet the students' needs and fill their leisure hours.

Flandreau Indian School considers itself rich in traditional history as the institution has served the educational needs of many generations of the same families.

Phoenix Indian School

Phoenix Indian High School opened its doors in the fall of 1891 on the corner of what is now Central Avenue and Indian School Road in Phoenix, Arizona. Originally there were seven buidings and about 69 students. Since then the school has continued to grow and erve Indian students from as many as 27 tribes. Over the years, the curriculum, vocaional arts and extra curricular offerings have changed, improved and increased until, n 1960, it became fully accredited through the North Central Association of Schools and Colleges.

n 1952 all elementary grades were dropped and the school became strictly a high school covering grades 9-12. It reached its zenith of enrollment in 1967 with over 1,100 stuents enrolled.

Riverside Indian School

iverside Indian School, opened in 1871, is one of the oldest continuously active boarding schools operated by the Bureau of Indian Affairs. The school is located one mile orth of Anadarko, Oklahoma, a town of approximately 6,300 people. Riverside is funded and staffed to provide educational opportunities for eligible Indian students in the ates of California, Arizona, New Mexico, Florida, Oklahoma, Texas and Kansas. Enrollment at the school includes students with at least 50 different tribal affiliations.

The school consists of grades 2-12 with a maximum capacity of 375 students. Riverside s accredited by the Oklahoma State Department of Education and North Central Association of Secondary Schools. The Riverside Indian School Board and staff formulate chool policies which reflect the customs and traditions of the Indian student body.

Sherman Indian High School

erman Indian High School was originally established in Perris, California, in 1889 for California Indians. In 1901, it was moved to its present location in the Arlington area Riverside, California. The original 160 acres has been whittled down to 87 acres five miles from the Civic Center. The metropolitan areas of Los Angeles and Orange unties are 35-60 minutes away and afford the students graduating from Sherman a wide choice in selections of job opportunities.

udents are drawn primarily from the Southwestern region of the United States but reently more students from the inner city area of Los Angeles have been meeting the criteria for admission to Sherman. This causes a diversity of students including both onservation and off-reservation with a population of 33 tribes and tribal blends melting into the BIA School System.

* Wahpeton Indian School

rovisions for the establishment of the Wahpeton Boarding School were made by Congress arly in 1904. The bill provided for an Indian Agricultural School, the purchase of a uitable site and the necessary farming land at or near Wahpeton, North Dakota.

t was not until February 8, 1908, that the school opened. By June, of that year, 82 tudents had enrolled. Enrollment records grew each year until now it has more that 200 tudents. The school was originaly established for students in grades one through nine, owever, today, the school covers only grades four through eight.

n 1947, the agricultural schedule for students was changed to full-time academic traing and has been a continuing program emphasizing the academic work. The number of stuents who have continued on to high school, college and other institutions of higher earning has testified to the wisdom of that decision.

General Characteristics of the School Population from Instruments

Profile of the Typical ORBS Student

om the information on the SENQ-SIS forms the following profile of the 2,633 Native erican students from over 100 tribes (see appendix A) has been determined as follows om administratively determined and self-disclosed information.

e typical student attending the off-reservation boarding school (ORBS) is 16 years of ge (range 7-20), is female (51%) and believes herself 4/4th blood quantum (44%). This udent comes from a family of 4 children. She expects to complete the school year sucssfully (90%).

ff-Reservation Boarding School students live on or near the reservation (70%) and do t live with both parents (56%). The home environment, for at least one school, is rceived to have problems with substance abuse in the majority of responses. Resulttly, as many as one out of six students perceive a similar personal problem. Other oblems plaguing the ORBS student include: (1) trouble with the law; (2) physical use; (3) parental rejection; (4) lack of parental or family supervision; and (5) other mily and personal behavioral problems with which the local school system does not efectively deal.

e students themselves indicate a real need for the ORBS schools and believe that they ceive a better education at the off-reservation boarding school than they would at her schools (70%). The students surveyed have indicated a satisfaction with being in hool at an off-reservation boarding school (80%) and many students have indicated that it were not for the off-reservation boarding school they would not be attending hool at all.

Stayer Profile

hat students successfully stay at an ORBS for an entire school year? This composite etch is based on about 1,400 responses averaged from SEMQ entries.

he ORBS stayer like the typical ORBS student is female (52%), with a median age of 16, o believes herself to be full-blooded (46%). She lives on the reservation with either both parents (40% each). The stayer's home tends to be slightly more abusive while the stayer perceives herself to have slightly fewer personal problems with alcohol, emicals, and with the law than the early leaver.

he stayer is more likely to be at an ORBS on the basis of "personal decision to attend" d for "getting an education". This is reflected in direct response to such an item hoice and in a higher response rate to liking "classes" and "education". Stayers mpleted the last school year (83%) and are convinced they can complete the year ahead 93%), while the expectation from parents and guardians to complete the year is reckoned en higher (96%). The stayer has more than two years experience living in dormitories.

Early Leaver Profile

purposes of this description, the early leaver is defined as having left before May 5, 1988 and is described from selected SIS and SEXQ items.

early leaver left voluntarily and went to live in a one parent home (exceptions hoenix, Sherman). The primary reason for leaving was expulsion (exceptions Chemawa - ter) (Flandreau - personal problems), (Phoenix, Riverside - go to public school), Wahpeton - homesick) with the intention of enrolling in school answered affirmatively.

average leaver wanted to go home and did not want to remain at school (exceptions - hemawa, Sherman) eventhough he/she felt successful at the ORBS (exception - Sherman). le at school he/she did not participate in extra curricular activities (exception peton), was not involved in special services programs (exceptions - Flandreau, ahpeton), but was able to confide in a staff member at the school (exception - Sherman). leaver would attend the ORBS of departure again given the opportunity, but counted elp in improvement of personal behavior as a necessity in being successful.

Application of Instruments and Controls

Administration of Instruments

three instruments (SIS, SEMQ, SEXQ) were developed by the full Retention Study Team the meeting in Denver. The final versions of the instruments were relayed to area ices on September 3, 1987 to be reproduced by individual ORBS. Instructions were vided for respective school staff to complete the SIS from records retained by the he SENQ was administered by English teachers during a one class period setting during he week of September 14. This followed a meeting between the school's Retention Study eam members and the English teachers. The meeting informed of the development of the uestionnaire and its administration within the class. Students arriving after the week f September 14 were to have the SENQ administered within 10 days of arrival. Re-enolls were to be administered a second questionnaire.

tudents leaving school were to be interviewed the SEXQ by assigned staff at each locaion before the student left. Where this was not accomplished a school-addressed, ranked envelope was sent with the SEXQ to the student's home. In some instances the EXQ responses were obtained by telephone interviews.

he instruments were forwarded to Chemawa Indian School for data entry and tabulation sing the Data Ease software program. An initial run using information on students havng left ORBS before March 1 was accomplished for initial analysis by the Retention tudy Team on April 26, 27 and 28.

Anonymity of Students

o elicit untainted answers, students taking the SENQ were instructed to write their ames on the initial page only. This page was later removed with an assigned student umber replacing the name on page 2. The same students number was applied to the other nstruments with names erased, blacked out or taped over to ensure anonymity. Lists dentifying students with numbers were strictly controlled. In some instances folders ontaining questionnaires carried the identifying number.

Data Entry, Backup and Security

ompleted instruments were signed for by computer operators and returned to Retention tudy Team members under the same provisions. Data entry was accomplished by solicitaion of volunteers who worked on an overtime basis while school was in session and on egular and overtime once the summer furlough had started. Most of the data entry was one by the same four individuals. Computer operators checked the data regularly after everal input sessions.

t the end of each day the data was backed up on floppy disks. This back-up onto floppy isks is done in case of hard drive failure. During the back-up process the program inures that the data is saved without error. The process was followed closely to prevent ata loss.

or security, a four letter database log-in code that prevents entry into the program as used. The information is resident on the hard drive, and is not accessible to nyone not privy to the code.

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Findings and Analysis

Three-Year Enrollment and Retention Pattern

nrollment patterns for the six OWBS are presented in Tables II through VIII by semester the 1985-86, 1986-87 and 1987-88 school years respectively. These tables identify he general trend for each school where the last of these tables shows the six school als.

ables II-VIII below examine the retention rates for all six schools over the past three rs. Retention rates are done by semester because a sizable increment of students is ded by 2nd semester enrollees. To obtain an annual early leaver percentage we must btract the early leavers from the 1st semester enrollees, subtract the ending enroll- t from the 2nd semester enrollees and add the latter total to the initial enroll- ent. Chemawa in 1985-86 for example is listed as having semester early leaver rates of and 30%. An annual rate computation would start with 428 minus 111 = 317. Second emester starts with 368 minus 317 = 51. 428 plus 51 equals a total enrollment of 479 the year. The early leaver percentage thus would be 47 considering the 225 early eavers.

TABLE II

Chemawa Indian School

CHOOL AR	SEMESTER	TOTAL CUMULATIVE SEMESTER ENROLLMENT		ENDING ENROLLMENT SEMESTER (% RETAINED)	TOTAL EARLY LEAVERS (%)
5-86	Fall	428	- 111	317 (74%)	111 (25%)
985-86	Spring	368	- 114	254 (69%)	114 (30%)
6-87	Fall	417		339 (81%)	78 (18%)
986-87	Spring	407		288 (70%)	119 (29%)
7-88	Fall	422		294 (69%)	128 (30%)
987-88	Spring	379		272 (72%)	107 (28%)

477

47% dup out

41 %

46 %

average 45%

~~45~~ 485 left 507

TABLE III

Flandreau Indian School

CHOOL YEAR	SEMESTER	TOTAL CUMULATIVE SEMESTER ENROLLMENT	ENDING ENROLLMENT SEMESTER (% RETAINED)	TOTAL EARLY LEAVERS (%)
985-86	Fall	679	455 (67%)	224 (33%)
985-86	Spring	532	334 (63%)	198 (37%)
986-87	Fall	622	408 (66%)	214 (34%)
986-87	Spring	513	341 (60%)	172 (34%)
987-88	Fall	615	433 (70%)	182 (30%)
987-88	Spring	516	382 (74%)	134 (26%)

TABLE IV

Phoenix Indian School

CHOOL YEAR	SEMESTER	TOTAL CUMULATIVE SEMESTER ENROLLMENT	ENDING ENROLLMENT SEMESTER (% RETAINED)	TOTAL EARLY LEAVERS (%)
985-86	Fall	580	484 (83%)	96 (16%)
985-86	Spring	504	350 (69%)	154 (30%)
986-87	Fall	403	297 (73%)	106 (26%)
986-87	Spring	304	238 (78%)	66 (21%)
987-88	Fall	219	134 (61%)	85 (38%)
987-88	Spring	127	99 (78%)	28 (22%)

TABLE V

Riverside Indian School

CHOOL YEAR	SEMESTER	TOTAL CUMULATIVE SEMESTER ENROLLMENT	ENDING ENROLLMENT SEMESTER (% RETAINED)	TOTAL EARLY LEAVERS (%)
985-86	Fall	400	292 (73%)	108 (27%)
985-86	Spring	363	228 (62%)	135 (37%)
986-87	Fall	360	216 (60%)	144 (40%)
986-87	Spring	259	202 (77%)	57 (22%)
987-88	Fall	374	261 (69%)	113 (30%)

TABLE VI

Sherman Indian School

CHOOL AR	SEMESTER	TOTAL CUMULATIVE SEMESTER ENROLLMENT	ENDING ENROLLMENT SEMESTER (% RETAINED)	TOTAL EARLY LEAVERS (%)
5-86	Fall	643	471 (73%)	172 (26%)
985-86	Spring	524	399 (76%)	125 (23%)
6-87	Fall	552	384 (69%)	168 (30%)
986-87	Spring	458	358 (78%)	100 (21%)
7-88	Fall	481	290 (60%)	191 (39%)
7-88	Spring	355	261 (74%)	94 (26%)

TABLE VII

Wahpeton Indian School

CHOOL YEAR	SEMESTER	TOTAL CUMULATIVE SEMESTER ENROLLMENT	ENDING ENROLLMENT SEMESTER (% RETAINED)	TOTAL EARLY LEAVERS (%)
-86	Fall	356	230 (64%)	126 (35%)
-86	Spring	246	232 (94%)	14 (05%)
5-87	Fall	337	252 (74%)	85 (25%)
-87	Spring	291	225 (77%)	66 (22%)
87-88	Fall	287	180 (62%)	107 (37%)
-88	Spring	230	200 (86%)	30 (13%)

though semester retention rates for any one school during any one semester range from 6% the semester retention rate averages 72% as shown by Table VIII below. This ble shows that more than one out of four students will not complete a semester. When early leaver rate of 28% is compared with the national rate of 25% (1986-87) we cognize the increased risk faced by our students. The reader is reminded that the onal rate is a four-year rate and making comparisons to a semester rate is problem ed.

It also should be noted that at one ORBS approximately 50% of the total number of students, for whom information is available, actually enrolled in other schools. Statistics at this ORBS show that of 235 early leavers in 1987-88, 47 were in school 30 to 45 days after leaving, 6 were not in school and the status of 44 was unknown. Data on the other leavers was blank for various reasons. The term early leaver is used advisedly and does not equate to drop-out.

TABLE VIII

All Off-Reservation Boarding Schools

SCHOOL YEAR	SEMESTER	TOTAL CUMULATIVE SEMESTER ENROLLMENT	ENDING ENROLLMENT SEMESTER (% RETAINED)	TOTAL EARLY LEAVERS (%)
1985-86	Fall	3,086	2,249 (72%)	837 (27%)
1985-86	Spring	2,537	1,797 (70%)	740 (29%)
1986-87	Fall	2,691	1,896 (70%)	795 (29%)
1986-87	Spring	2,232	1,652 (74%)	580 (25%)
1987-88	Fall	2,398	1,592 (66%)	806 (33%)
1987-88	Spring	1,882	1,439 (76%)	443 (24%)
TOTAL		14,826	10,625 (72%)	4,201 (28%)

Is the retention rate greater in the Spring or in the Fall? The comparison shows a generally better retention rate for Spring semester in Table IX. This can be attributed to the greater number of higher risk students having already left in the Fall semester.

Table IX

	FALL	SPRING
1985-86	73%	71%
1986-87	70%	74%
1987-88	66%	76%
TOTAL 3 YEARS	70%	73%

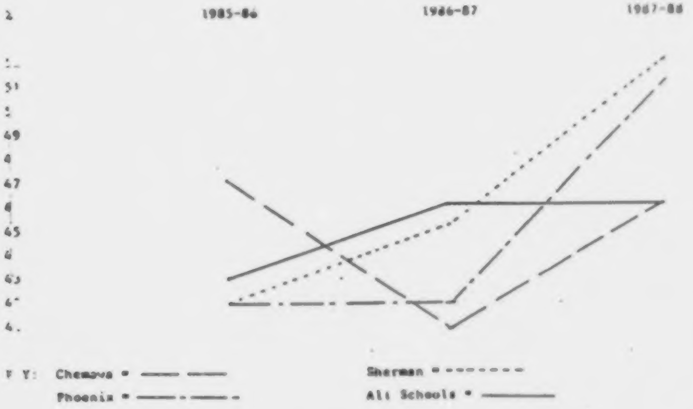
he data for individual schools generally shows this pattern in Table X.

Table X

	1985-86		1986-87		1987-88	
	Fall	Spring	Fall	Spring	Fall	Spring
emawa	74	69	81	70	59	72
. Landreau	67	63	65	66	70	74
Phoenix	83	69	73	78	61	78
iverside	73	67	60	77	69	81
erman	73	76	69	78	60	74
Wahpeton	64	94	74	77	62	86

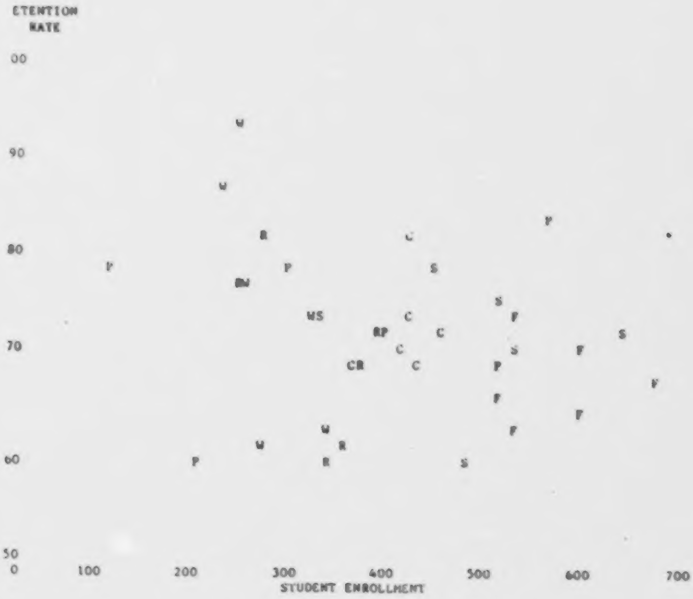
s the yearly enrollment gotten worse? The following graph shows patterns for three schools individually and collectively. The varying patterns lead to the conclusion that the situation has not gotten worse, but is a continuing problem.

Table XI



o student enrollment numbers correlate with retention rates? The scatter diagram able XII) does show a negative correlation between retention rate and size of student ody. The correlation is not strong and can be explained by the higher risk student taying away as enrollment declines leaving the student body less at risk in general. his is not a reflection of enrollment size, but might reflect that the higher risk tudents are those less likely to enroll.

Table XII



ies XIII and XIV shows student enrollment for the year 1987-88 with data on numbers percentages of instruments applied, as well as totals for two-instrument packages totals for three-instrument packages which concern the early leavers.

e XIII shows student enrollment and the number of administratively engendered instruments (SIS) with percentages for schools. It also lists numbers and percentages of y Questionnaires (SENQs).

Table XIII

OL	TOTAL STUDENTS ENROLLED FOR YEAR	STUDENT INFORMATION SHEETS GENERATED #	%	STUDENT ENTRY QUESTIONNAIRE DEVELOPED/SCORED #	%
awa	507	511	100	418	82
dreau	698	703	100	701	100
enix	219	208	95	135	62
rside	388	378	97	378	97
man	566	522	96	453	83
peton	327	311	95	301	92
LS	2,685	2,633	98	2,386	89

mbers of students leaving before completing the year totaled 1,249. The number of Exit Questionnaires (SEXQs) administered and scored for these students totaled 802 equals 64%. Some students withdrew or left school under circumstances not ducive to the administration of the instrument.

XIV, for statistical reasons peculiar to some questions and tables, shows numbers of students for whom all three instruments were at hand. Some students do not re- for 2nd semester and consequently cannot easily have the SEXQ administered. The ormation in the table is based on a May 15th cut-off date to accommodate differential l terms and the completion of the project.

Table XIV

OOL	2 MATCHING INSTRUMENTS	STUDENTS RETAINED	STUDENTS WHO LEFT	3-INSTRUMENT PACKAGES
wa	416	272	235	106
ndreau	694	382	316	234
ix	132	106	113	24
side	373	225	163	127
rman	451	261	285	183
ton	298	190	137	43

Student Perception of School/Home Environment on Arrival at ORBS

is section identifies students' views of school and their relationship with school.
also shows student responses or their place in the family and perceived family in-
lvement with education.

ble XV shows numbers of students completing the prior school year and projected abi-
ty to complete the current school year.

Table XV

Completed Last Year	78%
Did not Complete Last Year	20%
Can Complete This Year	90%
Cannot Complete This Year	7%

ble XVI shows projected reasons for leaving school during the current year if leaving
comes necessary.

Table XVI

Reason	Percentage
Grades	14
Substance Abuse	5
Behavior	17
Help at Home	30
Expelled	4
Trouble with Law	1
Other	17

ble XVII identifies reasons why students have left schools they attended in the past
percentages. Please note that "-1" is to indicate less than one.

Table XVII

Reason	Percentage
Parents Moved	13
Kicked Out	9
Suspended	4
Go To Public School	4
Trouble with Peers	11
Disliked School	13
Personal Problems	5
Health Problems	-1
Absences	4
Pregnancy	-1
Help at Home	1
Substance Abuse	-1
Failing Grades	2
Trouble with Teachers	2
Trouble with Staff	-1
Other	12

le XVIII identifies dormitory living experience for 6 ORBS

Table XVIII

Years Experience	Percentage
1	37
2	20
3	15
4	12
5	6

ables XIX and XX list the five most frequently mentioned likes and dislikes about mitory living at the beginning of the 1987-88 school year. The latter table is a ting by school of the rank order of dislikes.

Table XIX

Likes	%	Dislikes	%
Roomates	26	Rules & Responsibilities	20
Dorm Living	17	Work & Details	17
Activities	16	Matrons	11
Matrons	14	Getting Up	9
Facilities	14	No Privacy	8

Table XX

Chemawa	Flandreau	Phoenix	Riverside	Sherman	Wahpeton
Rules & Respons.	Other	Other	Rules & Respons.	Rules & Respons.	Other
Other	Rules & Respons.	Rules & Respons.	Matrons	Getting Up	Restriction
No Privacy	No Privacy	No Privacy	Getting Up	Matrons	Rules & Respons.
Matrons	Rooms	Rooms	Other	Other	Matrons
Getting Up	Matrons	Matrons	No Privacy	No Privacy	Getting Up

able XXI identifies home expectations for completion of the school year and behavior hile at school.

Table XXI

	Yes	No
Expected to Complete School Year	94%	3%
Encouraged to Show Good Behavior	93%	3%

ble XXII shows responses of Highest grade of education completed by adult with whom e student lives. Less that 8th grade and more that 4 years of college registered der 1%.

Table XXII

Grade:	Percentage
8th	3
9th	3
10th	4
11th	8
12th	29
College:	
1 year	6
2 years	11
3 years	5
4 years	13
Vocational School	8

ble XXIII identifies the five most frequent answers per school to the question which ult has been the biggest influence on the student's life.

Table XXIII

Chemawa	Flandreau	Phoenix	Riverside	Sherman	Wahpeton
- Mother	Mother	Mother	Mother	Mother	Mother
- Father	Grandparents	Parents	Relative	Relative	Parents
- Parents	Father	Father	Father	Parents	Relative
- Other	Parents	Relative	Parents	Father	Father
- Relative	Relative	Other	Other	Other	Grand-parents

ble XXIV shows the individual student's perceived place in his/her family as indicated possible multiple answers.

Table XXIV

Category	Percentage
Most Responsible	33
Hero	7
One That Gets Blamed	27
Problem Solver	11
Clown	11
Babysitter	18
Outsider	10
Ignored One	3
Brains	0
Other	13

le XXV shows responses to contacts between student and home in terms of direction of unication, presence or absence of communication, and support of student from home in s of spending and clothing money.

Table XXV

	Yes	No
Hear Regularly from Home by Mail or Phone	79%	17%
Write or Call Home on a Regular Basis	75%	21%
Receive $ from Home for Spending/Clothing Regularly	75%	22%

Stayer-Leaver Selected Item Comparison

r section identifies how characteristics and perceptions differ among early leavers tudents who remain for the entire school year on selected questions of the home/ ool environment.

cteristics from administrative devices as shown on the SIS indicate that early vers make-up the following percentage total by grade.

Table XXVI

DE	2	3	4	5	6	7	8	9	10	11	12
tudents	8	8	38	48	59	113	159	708	625	471	358
eavers	4	4	12	11	16	43	65	415	287	187	105
% Students In Grade	50	50	32	23	27	39	41	59	46	40	29
% Total Leavers	-1	-1	1	1	1	4	6	36	25	16	9

rade Point Average (GPA) where applicable (high school) is compared by numbers and percentages for stayers and leavers.

Table XXVII

GPA	# Stayers	# Leavers	% Stayers	% Leavers
3. - 4.	46	45	8	4
2. - 2.9	169	183	28	16
1. - 1.9	207	277	34	24
Below 1.	56	151	9	13
Unknown	133	498	22	43

NCE scores where provided and averaged (mean) indicate slightly higher scores for stayers than for leavers. NCE stands for Normal Curve Equivalent. This score is obtained from the percentile rank of the student. The percentile rank is normalized to make certain manipulations possible.

Table XXVIII

	Stayers	Leavers
Math NCE	32.48	28.24
Read NCE	32.82	29.51
English NCE	34.27	30.50
TOTAL BATTERY NCE	32.26	28.00

This study only produced an average (mean) NCE for stayers and leavers. If we may transfer by the direct fixed relationship of NCE to percentile rank, the averages between stayers and leavers differ by 4 percentage points in reading and 5 percentage points in the other three categories listed in Table XXVIII. This shows some predictability for retention in a group score but individual variations are too great to apply this device to singling out potential early leavers.

e XXIX identifies differences and similarities between stayers and leavers based on program participation.

Table XXIX

	IRG	SOLO PARENT	EXCEPTIONAL EDUCATION	CHAPTER I	EXCEPTIONAL RESIDENTIAL
ayers	210	3	102	240	22
'ers %	34	-1	17	39	4
:avers	334	10	94	425	33
/ers %	29	1	8	37	3

le XXX identifies differences and similarities between stayers and leavers based on perceived blood quantum, sex and age.

Table XXX

	Blood Quantum				Sex		Age												
	4/4	1/2-4/4	1/4-1/2	0-1/4	Male	Female	7	8	9	10	11	12	13	14	15	16	17	18	19
tayers	660	493	169	19	653	738	1	7	9	27	56	47	75	160	192	314	275	57	14
yers %	47	35	42	1	46	52	-1	1	-1	2	4	3	5	11	14	22	20	4	1
eavers	387	374	146	16	481	481	2	5	3	9	17	26	39	118	204	248	162	44	3
vers %	40	38	15	2	49	49	-1	1	-1	1	2	3	4	12	21	25	17	5	[illegible]

able XXXI identifies residence as a factor for comparing students who leave early with hose who stay for the duration of the year.

Table XXXI

	LIVES ON RESERVATION	LIVES NEAR RESERVATION	LIVES AWAY FROM RESERV.	RESIDES IN URBAN AREA	RESIDES IN RURAL AREA
Stayers	938	111	350	527	825
tayers %	66	8	25	37	59
Leavers	686	70	209	363	574
eavers %	70	7	21	37	59
TOTAL	1,624	181	559	890	1,399
OTAL %	68	8	23	37	59

Table XXXII looks at retention by whom the student lives with (multiple answer question).

Table XXXII

	Two Parents	One Parent	Older Brother/ Sister	Grand-Parent	Grand-Parents	Aunt/ Uncle	Aunt	Uncle	Foster	Other
# Stayers	565	565	48	83	41	31	28	1	16	23
Stayers %	40	40	3	6	3	2	2	-1	1	2
# Leavers	423	407	22	41	15	15	13	0	9	24
Leavers %	43	42	2	4	2	2	1	0	1	2

Table XXXIII lists responses to questions concerning abuse, infractions with the law and resultant actions. Yes or No questions in some instances were followed by more detailed inquiries listed elsewhere.

Table XXXIII

	HOME EXP'D CHEMICAL ABUSE		HOME EXP'D PHYSICAL/ SEXUAL ABUSE		I HAVE A PROBLEM WITH SUBSTANCE ABUSE		I HAVE BEEN IN TROUBLE WITH THE LAW		I AM ON PROBATION		I AM AT SCHOOL ON COURT ORDER	
	Yes	No	Yes	No	Yes	No	Yes	No	Yes	No	Yes	No
# Stayers	610	771	113	1,272	200	1,174	513	877	106	1,274	76	1,310
Stayers %	43	55	8	90	14	84	36	62	8	90	5	95
# Leavers	414	543	78	883	183	764	424	538	102	850	75	830
Leavers %	42	56	8	90	19	79	43	55	10	87	8	90

Table XXXVI provides multiple answer selections of students' reasons for coming to an ORBS.

Table XXXVI

Reason	# Stayers	%	# Leavers	%
Friends Came	638	45	415	42
Other Family Members Attended	540	38	316	32
No Other Place To Go	159	11	112	11
Get Away From Home	770	55	536	55
Trouble at Previous School	299	21	234	24
Needed Discipline	162	12	114	12
School's Reputation	169	12	107	11
Solo Parent Program	25	2	17	2
Court Order	64	5	50	5
Get Education	1,031	73	621	64
Be With Indians	684	49	402	41
Parents Wanted Me To Go	377	27	241	25
Family Problems	190	13	163	17
Personal Problems	257	18	195	20
Special Problems	60	4	43	4
Personal Decision	426	30	233	24
Trouble with the Law	110	8	100	10
Learn About Tribe(s)	465	33	273	28
New Experience	769	55	516	53
Other	169	12	116	12

Table XXXVII identifies responses of stayers and leavers to the questions of wanting to be at this school and on whether or not they would be attending another school if they would not be here.

Table XXXVII

	I WANT TO BE HERE	IF NOT HERE I WOULD BE ATTENDING ELSEWHERE
# Stayers	1,211	1,088
Stayer %	86	77
# Leavers	755	700
Leavers %	77	71

Table XXXVIII compares the five most frequent responses of stayers to those of leavers regarding things they like and dislike about school. There were three blank spaces per question. The category "other" indicates individualized responses not tabulated by the computer program.

Table XXXVIII

	LIKES		DISLIKES	
oice	Stayers	Leavers	Stayers	Leavers
1	Friends & Room	Friends & Room	Other	Classes
2	Education	Education	Classes	Rules & Requirements
3	Classes	Sports & Athletics	Rules & Requirements	Teachers & Matrons
4	Other	Classes	Work & Details	Other
5	Sports & Athletics	Teachers & Matrons	Food & Snacks	Food & Snacks

final two tables in this section rank responses of stayers and leavers by plans fter high school (Table XXXIX) and by interest in school activities (Table XL) with ng highest. Both questions allowed multiple answers although this occurred in- requently. The tabulation combined double and triple responses when they occurred.

Table XXXIX

Post High School Plans	Stayers	Leavers
Military	2	3
Work	3	2
Marriage	5	4
College	1	1
Vocational Education	4	5
Other		
No Response		

Table XL

School Activities	Stayers	Leavers
Tribal	2	3
Student Government		
Sports	1	1
Church		
Dorm Leadership	5	5
Arts & Crafts	4	4
Clubs	3	
No Activities		2

erences and similarities between stayers and leavers based on tribal affiliation, me agency, school changes during the last four years, and sibling order proved to be ssible to tabulate because of the construction of the test items.

Leavers' Perceptions, Plans and involvement

his section identifies perceptions of early leavers on why they are leaving, on future lans and on their home and school environments.

able XLI lists students perceptions of whom they will live with after leaving school.

Table XLI

Student Will Live With	%
Both Parents	33
One Parent	44
Legal Guardian	8
Aunt or Uncle	2
Brother or Sister	2
Grandparent	5
Other Relative	2
A Friend	2

able XLII lists the most frequent responses of 26 given by early leavers as the main eason for leaving at this time. Responses are grouped by individual and total ORBS. o entry indicates responses with the same totals. The category "other" indicates numerated responses specific to the individual but different from listed categories.

Table XLII

Reason	Chemawa	Flandreau	Phoenix	Riverside	Sherman	Wahpeton	Total
1	Other	Personal Problem	To go to Public School	To go to Public School	Expelled	Homesick	Expelled
2	Personal Problem	Expelled	Personal Problem	Expelled	Other	Picked On	Personal Problem
3	Alcohol Abuse	Homesick	Alcohol Abuse	Personal Problem	Personal Problem	To go to Public School	To go to Public School
4	Expelled	To go to Public School	- - - - -	Homesick	To go to Public School	Other	Other
5	Homesick	Other	- - - - -	Other	Parent	Personal Problem	Homesick

Table XLIII shows student plans on immediate enrollment in school at home by individual ORBS and by high school and grade school percentage totals.

Table XLIII

	Chemawa	Flandreau	Phoenix	Riverside	Sherman	Wahpeton	High School	Grade School
% Plan to Enroll	81	74	71	60	49	91	66	87
% Not Plan to Enroll	14	22	23	33	45	7	29	10
% No Response	5	4	6	6	5	2	5	3

ble XLIV identifies students' desire to go home or remain in school, students' per- ived success at the ORBS, and desire to return again in the future.

Table XLIV

Student	% Yes	% No
Wants to go Home	63	31
Wants to Remain in School	40	55
Succeeded at ORBS	58	36
Wants to Return in Future	66	28

ble XLV identifies student relations with the school through club, organization, pro- am or individual.

Table XLV

Student	% Yes	% No
Was Member of Club/Organization	27	60
Was in IRC/ECR/ROP/TAC Program	38	54
Could Confide in Staff	55	41

ne question "What do you feel could have been done to help you succeed at this school hat wasn't?" on the surface would appear to give the most insight into retaining stu- ents at ORBS. Answers under "other" (again a catch-all for answers specific to in- ividuals) were the most numerous for all six schools. This indicates that categorizing arly leavers is difficult at best in view of the many indiviudal reasons for leaving. elp in improving behavior and help in improving grades were however, often cited.

Entry-Exit Question Comparison

he section analyzes the results of the administration of identical questions rendered n the SENQ and SEXQ. Fourteen questions were asked, all showed differences, but the ignificance of the differences varied considerably with the question. Results are per- inent only to students who left early.

able XLVI shows whether students perceive themselves to have a problem with substance buse.

Table XLVI

	Entry	Exit
Problem	19%	28%
No Problem	79%	68%

e XLVII shows categories of abuse for those answering that they perceive having a oblem in Table XLVI.

Table XLVII

	Entry	Exit
Alcohol	17%	23%
Drugs	3%	3%
Sniffing	-1%	1%
Other	2%	2%
Multiple Answers	-1%	2%

e XLVIII shows responses to plans after high school.

Table XLVIII

	Entry	Exit
Military	16%	26%
Work	18%	26%
Marriage	7%	6%
College	23%	33%
Vocational Training	5%	13%
Other	3%	12%

a le IL shows student interest in various school activities. The entry column represents all students for whom SENQs exist. The Exit column only represents early e vers for which SEXQs are recorded. It is cautioned that SEXQs are only a minority of ENQs.

Table IL

	Entry	Exit
Tribal	25%	10%
Student Government	12%	4%
Sports	61%	29%
Church	6%	1%
Dorm Leadership	19%	3%
Arts & Crafts	23%	6%
Clubs	25%	5%
Not Interested	11%	24%

ble L and Table LI compare entries most frequently mentioned as likes and dis- likes out dormitory living on entry and when leaving the ORBS.

Table L

Likes	Entry	Exit
1	Roommate(s) & Friends	Other
2	Other	No Response
3	Matrons & Staff	Activities
4	Activites	Roommate(s) & Friends
5	No Response	Matrons & Staff

Table LI

Dislikes	Entry	Exit
1	Rules & Responsibilities	Other
2	No Response	No Response
3	Other	Matrons
4	Matrons	Getting Up
5	Getting Up	Lack of Privacy

able LII shows student experience or expectation on hearing from home on a regular asis early in the year and student perception of same on leaving early. It also lists tudent initiated contacts.

Table LII

	Entry	Exit
Hear Regularly from Home	80%	75%
Do not Hear Regularly from Home	17%	19%
Write or Phone Regularly	77%	76%
Do not Write or Phone Regularly	20%	20%

ble LII shows student experience or expectation on receiving spending and clothing y from home on a regular basis early in the year and student perception of same on aving early.

Table LIII

	Entry	Exit
Receives money regularly	74%	72%
Does not receive money regularly	23%	23%

bles LIV through LVIII show differences in students perceptions on entry and on ing early of how they feel about themselves, their health, how their family and hers feel about them, and their popularity with other students.

Table LIV

	Entry	Exit
Feels good about self	86%	80%
Does not feel good about self	10%	14%

Table LV

	Entry	Exit
Family feels good about me	85%	78%
Family does not feel good about me	6%	13%

Table LVI

	Entry	Exit
Others feels good about me	74%	74%
Others do not feel good about me	18%	13%.

Table LVII

	Entry	Exit
Popular with students	45%	59%
Not popular with students	44%	30%

Table LVIII

	Entry	Exit
Good health	79%	85%
Not good health	16%	8%

able LIX shows students perceptions about how important their tribal culture has been s part of their life.

Table LIX

	Entry	Exit
Tribal culture important	73%	69%
Tribal culture not important	21%	24%

Conclusions and Recommendations

Conclusions

udents coming to ORBS generally want to come, expect to do well, to complete the year,
and have support in this direction from home. Projections for leaving, being needed at
me, behavior and grade problems, are often fulfilled. Many students, however, leave
early and do so because of the following:
ey are part of a very mobile population which has attended numerous schools in its
ort educational career (the parents likewise are part of a highly mobile population).
he students tend to be two or more years behind, measured by age/grade level. Since
ey are behind and mobile this tendency is potentiated at the ORBS which is not geared
for this. The ORBS enrollees have experienced serious problems in life and these
oblems may continue as impediments to academic and personal success. Resultant be-
avioral problems exhibited are difficult to deal with as they were too difficult for
ior educational institutions attended. Almost three out of four students come-from
ural homes where unemployment limits the ability of families to care for and provide
children. When coupled with chemical abuse and attendant behavioral problems, ex-
osure to schools which are insensitive to Indian culture or problems with poverty,
ilies generally are not able to deal with resultant problems and cannot provide ade-
ate support and guidance.
me students are thrust into adult roles because of caring for themselves or caring for
ir own or other children in the family. Transcripts show truancy and leaver rates at
ther schools to exceed those at ORBS. Whereas overall semester early leaver rates
ge from 24% to 32%, the study shows that if an ORBS can have a student for one year
he chances of retaining this student are greatly enhanced. The study shows an annual
ention rate of 54%.

BIA/NFFE Study

Recommendations

The student population at ORBS is drawn primarily from those students already considered to be early leavers who do not finish programs in other systems. These are students that are in flux and are searching for places that cater to their needs. The students in ORBS are unique in many of their needs. These include the normal needs of a growing child and some that are unique to children of marginally functioning families with attendant behavioral and possible dependency problems. To meet the needs of these Indian students and to be more successful at retaining, educating and providing for them, the schools will have to redesign current programs. These programs will require more staffing and equipment, a more appropriately trained staff and additional funding to meet these needs. The report therefore makes the following recommendations:

1. Repeal directives to agencies for reapplication on those students that want to go to ORBS.
2. ✓ Train homeliving and academic staff to more adequately work with troubled children.
3. ✓ Fund programs with pertinent controls instead of funding kids (ISEP).
4. ✓ Mandate summer school programs.
5. ✓ Narrow the focus of the ORBS i.e. provide specific programs that meet student needs.
6. ✓ Provide structure in all areas of the ORBS experience.
7. ✓ Provide for intensive behavioral modification and intensive academic remediation.
8. + Extend the school year for students to catch up with peers and for staff training.
9. + Provide more clubs and organizations to substitute for activities otherwise provided by the home. Teach the use of leisure time.
10. ✓ Provide student leadership training.
11. ✓ Involve the surrounding community in the Indian education process and activities.
12. + Increase and qualify counseling staff.
13. ✓ Suit substance abuse programs to age groups and provide training and follow-up by qualified personnel.

14. Equalize terminology and behavioral discipline across the system.

15. Provide programs to increase self-worth.

16. Train staff to work within cultural differences of students and in confidential settings.

✓ 17. Identify students most at risk and provide programs to help students through critical times.

18. Change environment to one which provides for physical and property security.

19. Boost staff morale by devices such as adequate preparation time.

20. Provide for internal and inter-ORBS communication and input including in-service prior to and following school year.

✓ 21. Accommodate special needs situations through classroom size.

✓ 22. Fund social development training and activities.

Tables LX through LXIII identify student perceived school and program changes that are needed, as well as need and reasons for summer school. Multiple answers were possible on three questions.

Table LX

	Chemawa	Flandreau	Phoenix	Riverside	Sherman	Wahpeton	Total
% Would Attend Summer School	51	52	64	65	58	29	54
% Would Not Attend Summer School	40	43	30	30	37	70	40

Table LXI

Would Remain at this School Summers For:	%
Behind in School	31
Take Requireds	29
Need Place to Live	2
No Adults Home Summers	2
Would not Stay at School	37

Table LXII

If I Could I Would:	%
Bring Siblings Here	37
Add Elementary/Secondary Program Here	13
Stay Home with Younger Siblings	28
Don't Have Younger Siblings	14

Table LXIII

If This School Offered, I Would Participate In:	%
Solo Parent	4
Outdoor Leadership	18
Academic Summer School	16
Sports Fitness	31
Intensive Vocational	5
College Preparation	8
High School ROTC	5
Computer Learning	10
Student Leadership	2
Regional Tribal Culture	5

Appendix B

encies and Areas represented in the OMBS study 1987-88. Agencies and areas listed are
nsolidated from the Student Information Sheet (SIS). They identify area office ser-
ce areas and agency service areas.

adarko Agency

thel Agency
ackfeet Agency

ss Lake Agency
ntral California Agency
eyenne River Agency
inle Agency
octaw Agency
lorado River Agency
lville Agency
ncho Agency
ow Agency
ow Creek Agency
own Point Agency

ck Valley Agency

stern Navajo Agency
stern Nevada Agency

irbanks Agency
athead Agency
ort Apache Agency
ort Berthold Agency
ort Defiance Agency
ort Hall Agency
ort Peck Agency
ort Totten Agency
ort Yuma Agency

llywood Agency
opa Agency

wer Brule Agency

skogee Agency

orthern California Agency
orthern Cheyenne Agency
orthern Idaho Agency

pago Agency
wnee Agency
ma Agency
ne Ridge Agency

Red Lake Agency
Rocky Boy Agency
Rosebud Agency

Salt River Agency
San Carlos Agency
Shiprock Agency
Siletz Agency
Sisseton Agency
Southern Pueblo Agency
Standing Rock Agency

Truxton Canon Agency
Turtle Mountain Agency

Uintah/Ouray Agency
Umatilla Agency
Ute Moutain Agency

Warm Springs Agency
Western Navajo Agency
Western Nevada Agency
Western Washington Agency
White Earth Agency
Wind River Agency
Winnebago

Yakima Agency
Yankton Sioux Agency

Zuni Agency

Area Offices

Aberdeen Area
Albuquerque Area
Anadarko Area
Gallup Area
Juneau Area
Minneapolis Area
Muskogee Area
Phoenix Area
Portland Area

INSTITUTIONAL NEEDS STATEMENT
Chemawa Indian School - May 1989

The following quotes from a study done in 1969 apply as well to Chemawa today as they to the schools studied twenty years ago. "More than 20,000 Indian children attend school in 19 off-reservation boarding schools today. These young people are frequently transported hundreds of miles into their new homes, are far away from the influence exerted by the security of family life, tribal values, standards, and customs. In high school, more than 25% of them drop out before graduation. A vast majority of them are labeled by their teachers as misfits, underachievers, or troublemakers, and attitudes of school personnel insure that they will never be considered otherwise while in school. The admissions criteria for attending off-reservation boarding schools are:

EDUCATIONAL CRITERIA

1. Those for whom a public or Federal day school is not available.
2. Those who need special vocational or preparatory courses.
3. Those retarded scholastically 3 or more years, or
4. Those having pronounced bilingual difficulties.

SPECIAL CRITERIA

1. Those who are rejected or neglected by their families and for whom no suitable alternative can be made.
2. Those who belong to large families with no suitable home and whose separation from each other is undesirable.
3. Those whose behavior problems are too difficult for solution by their families or through existing community facilities.
4. Those whose health or proper care is jeopardized by illness of other members of the household.

The COMPENDIUM OF FEDERAL BOARDING SCHOOL EVALUATIONS conducted in 1969 by the Special Senate Select Committee on Indian Education for the Committee on Labor and Public Welfare revealed:

•Problems associated with the mental health of the students have been referred to frequently throughout the evaluations. The problems of administration, curriculum, and personnel are minor problems when the mental health of the individual is concerned. The chief attempts at solution to the mental health problems of the students have most often been ignored. The depth and nature of the problem is evident when one considers the statistics of students with special social and emotional problems. At the Albuquerque Indian School, 50 percent of the students were enrolled under the social criteria established by the BIA; at Busby, 98 percent of the students were enrolled for social reasons; at Chilocco, 75 percent; at Flandreau, 90 percent; at Stewart, 80 percent. The Bureau further estimates that 25 percent of the students enrolled in all of the reservation boarding schools are dropouts from public schools.

- The undesirable results of the Off-Reservation Boarding School admissions criteria being applied in the local communities is a heavily weighted proportion of students who are assigned, usually by a community social worker, for social reasons. The distressing fact, repeatedly emphasized in the off-reservation boarding school evaluations conducted prior to 1969 is that the social problems are virtually nonexistent. The schools, in other words, are not responding to the many special needs of the students -- presumably the needs for which they are sent to the school.

- The many psychological problems which are manifest in the student behavior and attitudes have brought many to recommend that the off-reservation boarding school be changed to a residential treatment center. These centers could be appropriately staffed with clinical personnel to deal with psychological problems, and highly trained teachers to provide the compensatory assistance which could bring achievement levels closer to national norms and allow a satisfactory preparation for additional post-secondary education (college or vocational school) or satisfactory employment. One center's principal contribution could be to treat the problems of those with serious psychological problems differently from those who have developed comparatively minor problems as a result of constantly failing in school -- or having dropped out or been pushed out of public school.

- Administrative problems associated with the off-reservation boarding schools are many. One of the most basic is the confusion over goals established by the BIA as to Indian education as a whole, and where the individual school fits into this picture. Administrators seem to realize that the schools have become a dumping ground for problem students, but feel helpless either to work toward solving the problems of the student, or toward finding adequate personnel to work toward their solution.

- The heterogeneous nature of the student population at many boarding schools brings its own problems. Many administrators feel pulled in opposite directions regarding goals and purposes of the institutions.

- The schools are operated solely by educators for students referred, in the main, by social workers. The schools accept, knowingly, a wide variety of complex social, psychological, educational, and cultural disorders. Social workers and educators "use" the outmoded idea that sending people far from the scene of their social and emotional problems will somehow, almost miraculously solve the problems. (The demise, years ago, of orphanages and more recently, large isolated State mental hospitals, attest to the abandonment of this theory in social and psychiatric thinking.) Further, it is commonly acknowledged by BIA social workers and educators alike that when social histories are written, the sophisticated referral includes just enough damaging evidence to "justify" removal of the child from his home community, but not enough to preclude his acceptance at the school. The school is, indeed, a dumping ground. Should the adjustment process prove too difficult for school or student, he is returned home or passed along to another boarding school, day school, public school, training school, State hospital, or lost completely.

- A decision needs to be made about the direction of the school and the types of student it will serve. At present Intermountian School has such a varied student body that it is impossible for the present staff and faculty to meet all needs of all students. Again we heard the comment, we do not know what our mission is, are we going to serve as a dumping ground for youngsters the reservation schools do not want, do we operate a vocational high school with some terminal training, or do we operate a comprehensive high school program?

- The varied nature of the students presents additional administrative problems when the broad range of students is taken into account. Some of the students are given boarding school placement as an alternative to a reformatory, while others have dropped out of public schools for academic reasons.

- At the risk of oversimplification, there appear to be two related problems: the amount of confusion permitted to exist around the purpose for which these schools exist, and the consequent inability of anyone to develop an adequate program under these circumstances.

These quotes not only remind us of the dismal lack of progress made over the last twenty years; they also attest to the bewildering complexity of the task that continues to confront us. Our failure to conceive and implement activities in which Indian adolescents could find the motivation and the skills to more successfully cope with the situations in which they found themselves has meant that most of those youngsters have gone away disappointed, if not embittered, at not finding Chemawa a place where they could acquire answers to the developmental and educational needs which they were struggling to satisfy. At the same time we must recognize that students who have come to Chemawa are a special group of adolescents with unique needs (Two (2) examples are provided in Appendix D) and that the school staff members have labored conscientiously to recognize and respond to those needs. The reasons for the less than satisfactory achievements of the school lie largely in the fact that we simply have not known in any detailed fashion how to be very helpful with the problems that Indian adolescents (and particularly those who have experienced major difficulties in adjusting to their own homes and communities) bring to the school.

RESULTS FROM RECENT (1980 - 89) STUDIES, ASSESSMENTS AND EVALUATIONS CONDUCTED AT CHEMAWA INDIAN SCHOOL

Results from various recent (1980-89) studies, assessments, evaluations and needs assessments conducted at Chemawa Indian School revealed:

- It is important to note that student referrals to the (BIA) boarding school system, at least at Chemawa, has changed dramatically from its original historical context. The majority of students at Chemawa do have access to educational institutions on or near their home communities. However, students in 1988 come to Chemawa for an education but the majority are coming from extremely fragmented and dysfunctional family systems.

- Recent research and statistics indicate through student survey inventories, (Children of Alcoholics Screening Test), that 80 % of the Chemawa students come from families where at least one parent is perceived to have a drinking problem. (1) These students are a high risk group that possesses characteristics that predispose them to the disease of chemical dependency. Further, we recognize the fact that the Indian people in the Pacific Northwest have the highest incidence of alcoholism of any ethnic group, including Indians in other areas of the United States. (2) And, there is much evidence that alcohol and drug use among Indian children is not only increasing, but is appearing at even younger age levels. In a recent six - year study of Indian children in several states, it was found that Indian adolescents in grades seven through twelve had a higher level of exposure than non-Indians to every drug included in the survey.

- Chemawa has become a literal refuge for many students whose families are experiencing extreme trauma from alcoholism, drug addiction, domestic violence, incest, chronic unemployment, neglect, abject poverty, racism, and the list goes on.

- Our students are by and large young people who for a variety of reasons, have extreme difficulty in making it in the home setting and see Chemawa as the last chance they have to put their lives in order. As well, at least 80 % of our students are "children of alcoholics" (COA) and we project a minimum of 40% of the students are chemically dependent.

- The majority of those students come to Chemawa already chemically dependent. In other words, chemical use is already well established at home. The evidence that we have on the substance abuse by other students indicates that the vast majority are using at the abuse level. What remains are very few students at the experimental or misuse levels of chemical use. In 1988, 80% of the students at Chemawa School had known usage of drugs and/or alcohol prior to and after enrollment at school.

Conclusions Drawn From Past and Recent Studies, Assessments and Evaluations:

The effects of inadequate school programs and social support systems and access to community resources; low self-esteem and confused cultural identity, and alcohol and drug induced self-destructive behavior patterns on the performance of Indian youth in school and the implications for the future are ominous. Without a high school diploma or equivalent, or worse yet, without twelfth grade reading and mathematics skills, the job options are inevitably reduced to low-paying unskilled labor. Vocational training apprenticeships, college level studies and most on-the job training programs would be equally unattainable. With the increased demand for technological skills there is little doubt that the uneducated, untrained individual will be facing a shrinking job market and an increasingly hopeless, desperate future.

The 1969 COMPENDIUM OF FEDERAL BOARDING SCHOOL EVALUATIONS report recommends--- "Staffing patterns should be adjusted to needs of the pupils. If the schools continue to be operated for children in trouble of one kind or another, the proportion of education specialists capable of remedial instruction, social welfare, guidance, counseling, analysis, and recreation should be sharply stepped up."

A study in 1987 of student behavior at Chemawa reveals that there were 117 disciplinary hearings resulting in 60 student suspensions or expulsions and 65 final probation placements. There were a total of 1,972 written rule violations presented during the disciplinary hearing process. There were 1,333 alcohol /drug use violations with 136 students requiring student detention for alcohol / drug intoxication. Only 46 of 445 students did not receive a write-up for drinking.

In 1988 there were 163 assessments of students who had been found to be using alcohol or other drugs. 103 students were classified as chemically dependent, 43 had used drugs to the abuse level, and 17 had misused drugs.

STUDENT PROFILE

•80% of the Chemawa students come from families where at least one parent is perceived to have a drinking problem.

•In 1988 of 250 students studied:

a. Approximately 62% exceeded the Depression threshold of 16 or greater total score on the Center for Edidemiological Studies Depression Scale.

b. Approximately 75% exceeded the Drinking threshold on a screening test composed of questions relating to frequency, pattern, amount and severity of drug use behaviors.

c. Approximately 32% reported thoughts about suicide that would be considered clinically significant.

d. Approximately 18% reported past suicide attempts.

•102 students were admitted because of walking distance from their home to school.

•114 students were admitted because of the lack of special vocational or preparatory training not available to them locally, to prepare them for useful employment.

•257 students were admitted because of the available schools made no adequate provisions to meet the educational requirements of students with academic deficiencies, linguistic or cultural differences.

•80 students were admitted because of inadequate parental supervision.

•41 students were admitted because of family behavioral patterns which impaired the well being of the student.

•79 students were admitted because of behavioral problems which were too difficult for solution by their families or local resources and who could benefit from a more structured environment.

•140 students came from households earning less than $10,000 a year; 96 from households earning between $10,000 and $20,000; 25 from households earning between $20,000 and $30,000; 11 from households earning between $30,000 and $40,000; and 7 from households earning between $40,000 and $50,000 a year.

•Approximately 43% of the students resided with a single parent.

- The average age of Chemawa students is at least one year older than their public school counterparts.

- In the fall of 1988 on the California Achievement Test of Reading:
  a. the ninth grade students average score was 6.0
  b. the tenth grade students average score was 7.5
  c. the eleventh grade students average score was 7.9
  d. the twelfth grade students average score was 8.7.

- In the fall of 1988 on the California Achievement Test of Language:
  a. the ninth grade students average score was 4.6
  b. the tenth grade students average score was 6.5
  c. the eleventh grade students average score was 7.5
  d. the twelfth grade students average score was 8.0

- In the fall of 1988 on the California Achievement Test of Mathematics:
  a. the ninth grade students average score was 6.4
  b. the tenth grade students average score was 7.6
  c. the eleventh grade students average score was 8.3
  d. the twelfth grade students average score was 8.1

- The achievement scores in reading for ninth, tenth, eleventh and twelfth grade students ranged from the second to the twelfth grade at each grade level.

- The achievement scores in language for ninth, tenth, eleventh and twelfth grade students ranged from the first to the twelfth grade at each grade level.

- The achievement scores in mathematics for ninth, tenth, eleventh and twelfth grade students ranged from the second to the twelfth grade at each grade level.

- Many students have score variations which exceed six grade levels. This variation is seen both between various areas (i.e. mathematics versus reading) and within the same subject area (reading vocabulary versus reading comprehension).

- In 1987 49% of the enrolled students did not complete the school year due to disciplinary reasons, transfers, personal reasons or parental reasons. 46% of the withdrawals were for disciplinary reasons.

- 46% of the students who enroll at Chemawa have attended another school while 25% have attended two other schools.

- Of the 43 graduates from Chemawa in 1987-88 only ten had been in attendance at Chemawa for four or more years.

- In 1988 80% of the students at Chemawa School had known usage of drugs and or alcohol prior to and after enrollment at school.

- Chemawa students are generally a physically healthy group of adolescents, similar to other groups of adolescents you would find throughout the country.

- Chemawa students exhibit a higher than average incidence of obesity.

- Chemawa students have relatively normal dental needs, but often have not been receiving adequate routine care and are in need of extensive dental work when they arrive on campus.

APPROACHES NEEDED FOR PROGRAM SUCCESS

The past years have taught some painful lesson in the kinds of efforts that are not productive; however, it appears that some activities have been well received and deserve to be expanded upon.

- There is no question that the individualization of services is a central key to the establishment of a happier, more stimulating environment in both the academic and residential programs.

- It is clear that a high level of trust between all members of the school community is essential to the accomplishment of the mission of the school.

- We must learn over and over again that clear, meaningful communication is a required element in productive human activities.

- A safe and healthy school environment is a basic requirement which must be satisfied for other activities to be successful.

With these concepts in mind, it is possible to recognize a number of characteristics that must be in place for the school to move toward becoming a more productive place for Indian adolescents to live in and to learn from. A BIA draft report done in March 1988 entitled "REPORT ON BIA EDUCATION: EXCELLENCE IN INDIAN EDUCATION THROUGH THE EFFECTIVE SCHOOL PROCESS" lists the following characteristics for effective schools:

1. Strong educational leadership, including especially the superintendent at the district level and the principal at the school level. The leadership establishes clear goals and becomes heavily involved throughout the instructional delivery process.
2. A high expectation among teachers that all students are capable of achieving the educational objectives set for them.
3. A system of clear instructional goals by which student performance is systematically monitored and assessed.
4. A strong emphasis on the learning of basic skills and high levels of student time on task. Establishing a curriculum responsive to the academic and career development needs of the student.
5. A safe and orderly school environment.
6. A clear sense among teachers and students of the educational mission and purpose of the school.
7. Close involvement of parents and the local community in the educational process.

PROPOSED CHANGES

It is abundantly clear from the facts presented in relation to student behaviors that a strong majority of the Indian adolescents who come to Chemawa School do not find the school a productive place in which to live and learn. Surveys of staff attitudes support the assumption that they also are dissatisfied with the present situation. Immediate and comprehensive change must be instituted if the school is to continue to have the parental and agency support necessary for continued operation. The follow GLOBAL AGENDA FOR THE 1990-91 SCHOOL YEAR IS PROPOSED as a way to build on two models (one for education and one for the residence halls) and to bring into existence a school environment that will be more productive for all.

For one year only..

- **STUDENT BODY SIZE** - Reduce the size of the student body to a level (perhaps 200, requiring five residence halls) where the present numbers of administrators, supervisors and staff could provide the individualized clinical, educational, and maturational experiences that the students will find acceptable and productive.

- **EDUCATIONAL PROGRAM** - For all students utilize an individualized educational model similar to the one presently employed for students enrolled in the compensatory program at Chemawa. (See Appendix A.)

- **STUDENT ACTIVITIES PROGRAM** - Utilize a case management approach to the management of student activities in a coordinated effort with the educational program. (See Appendix B)

- **BUDGET** - Request that the budget for 1989-90 for Chemawa School be extended for one demonstration year (1990-91) without the requirement that funding be tied to the number of students enrolled during 1990-91.

- **SCHEDULE** - The months from the ending of the 1989-90 school year until the opening of the 1990-91 school year will be a planning and training period. During this time decisions must be made as to which staff will be retained and which must be replaced. Consultants must be brought in to assist in the refinement of the educational and residence hall programs. Organizational consultants must be brought in to lead morale-building and team-building experiences and to help administrators and supervisors develop insights and skills so they can provide continuing leadership with the rest of the staff.(See Appendix C.)

- **RELATIONSHIPS WITH OTHER AGENCIES AND GROUPS** - Supportive agreements and relationships must be developed with all organizations that are interested in Chemawa School and/or provide services that are helpful to Chemawa students. Understanding and cooperation in the mission of the school must be developed in all segments of the school and communities that participate in any way in the activities of the school.

APPENDIX A

An individualized education program for Chemawa students will contain at least the following elements ... (Note the similarity to the program elements listed below for a case management approach to student activities)...

1. Unit study plans - The development of unit study plans (the materials to be learned in weekly units) in the basic skill areas. The development of unit study plans is required in order to:

   a. Make it possible for students to begin their studies at the proper achievement level.

   b. Make it possible for students to leave the school for a period of time and then to re-enter without loss of academic credit.

2. Assessment - Determining each student's academic strengths and weaknesses through the use of individual and group measurement instruments.

3. Planning - The development of an individual education plan (IEP) for each student with provisions for day and evening learning experiences.

4. Implementation - Insuring that each student is enrolled in the classes that will lead to the successful completion of the IEP.

5. Linking - Insuring that the student's educational plan is congruent with the activities planned by the student and the student's activities case manager.

6. Monitoring - Continuous evaluation of student progress to insure that the goals and objectives of the educational plan are being achieved. The IEP is a dynamic instrument and may have to be modified as circumstances warrant.

APPENDIX B

One case management model is described as follows:

1. Assessment - Determining an individual's current and potential strengths, weaknesses, and needs.

2. Planning - Developing a specific service plan for each adolescent, with provisions for day, evening, and night linkages to needed activities.

3. Linking - Referring or transferring individuals to all required services in the formal and informal care-giving systems.

4. Monitoring - Continuous evaluation of student progress ("following along" the student).

5. Advocacy - Interceding on behalf of an individual to assure equity, both in the specific case and for any larger group or class to which the adolescent might belong.

APPENDIX C

The following list of more or less highly specific institutional needs has been developed through the analysis of studies that have been done over a period of years. It is offered here to illustrate the needs that may appear as the school moves to implement the two models identified above.

ADMINISTRATIVE NEEDS:

1. To up-date the statements of philosophy, mission, goals and objectives.
2. To define the programs that Chemawa can offer and the personnel needed for the success of those programs.
3. To require adequate and accurate social summaries to accompany applications for admissions.
4. An assistant to the registrar to help handle overload.
5. An admissions committee to review applications for admission.
6. An attendance program with appropriate staff and equipment to provide necessary documentation and other records in a timely manner.
7. A review of staff qualifications to determine where in-service or additional training may be needed.
8. a review of salary levels in view of program changes and the need to provide a reasonable level of professional staffing in all departments.

COORDINATION NEEDS:

1. Close links with programs at the tribal and home community level.
2. A parent/guardian/agency line of contact which will increase communications, accessibility to background information, program planning, and on-campus visitations.
3. A coordinated procedure for responding to mental health crises to be followed by all segments of the school community.
4. A volunteer services program to assist in programs designated to meet student needs where staffing is short.

EVALUATION NEEDS:

1. A department of evaluations and testing responsible to all other departments to perform:
   a. Screening and diagnostic studies to evaluate the psycho-social development of the students.

MENTAL HEALTH NEEDS:

1. Additional clinical staff to provide residential and academic programs.
2. A primary prevention mental health program for all students.
3. A mental health specialist for group counseling, in-service training, and to organize a program to teach coping skills.
4. A community service worker.
5. After hours and weekend IHS services for students.
6. Treatment programs for clinical depression and associated problems.

b. Screening and diagnostic testing for handicapping conditions, emotional problems, and behavioral problems.

c. Individual educational evaluations.

2. Develop a screening program and/or measures to identify students at-risk for psychiatric disorder or serious psychological dysfunction.

3. Full time behavioral / clinical psychologist.

4. Full time educational psychologist.

ACADEMIC NEEDS:

1. An assessment of the function and output of each academic area.
2. A vocational education program with curricula geared to the world of work, career choices, in-class hands-on experiences, on campus job experience, on site visitations, and coordination with programs offered at the community college.
3. An alternative academic curricula for students who cannot achieve all the high school requirements, coordinated with vocational education programs.
4. Schedule IHS field staff for specific health classes, including a pregnancy program, and small group sessions.
5. Reduce teacher - student ratio or provide aide time in classrooms requiring alternative or other specialized instruction for "non-handicapped" students.
6. Expand PE to include individual recreational sports and competitions.
7. Develop mental health education programs within academics.
8. Staff time to continue developing special programs.
9. Require special inservice training to teach in this diverse cultural setting.

STUDENT ACTIVITIES NEEDS:

1. Expand recreation and intra-mural sports activities.
2. Expansion of intensive residential guidance to include mental health needs and psycho-social needs as well as substance abuse.
3. A residential tutoring program.
4. Certified dormitory counselors.
5. More adequate staff coverage after class hours and on weekends.
6. Staff time to continue developing special programs.
7. In-service training of dormitory aides to provide experienced and qualified staff.
8. Mental health related programs and services available evenings and weekends.

APPENDIX D

[redacted]

Superintendant
Chemawa Indian School
Salem, OR 97303

[redacted]

Dear Sir:

This letter is in regards to one of your students who recently transfered from [redacted]. Her name is [redacted]. She is a [redacted] Indian, and a member of the [redacted] and [redacted] of the [redacted] Indian Reservation. Her Enrollment Number is [redacted], and her date of birth is October 22, 1971.

Our Child Protection Services Worker received a referral of possible-sexual abuse on [redacted] and was in the process of investigation when [redacted] left the area to go to school. The suspected perpetrator was [redacted] uncle, [redacted]

What we are requesting of you is the possibility that one of your staff, such as a counselor or other personnel trained in this area, interview the young lady and report to this Court any information disclosed during the interview as soon as possible.

Your cooperation would be greatly appreciated. For any further information or correspondence, I can be reached at [redacted] ext. 528, or by writing to: [redacted] Tribal Court Prosecutor, P.O. Box 278, [redacted]

Thank you in advance for your assistance.

Sincerely,

[redacted]

Tribal Court Prosecutor

[redacted]

RECEIVED
OCT 23 1986

CASE STUDY

Male student, 17 years of age, classified ED and in the 10th grade. Is in High Service.

Mother and father are both deceased. Student states that father died on his birthday and will come for him each year. Lives with aged grandmother.

One week an ambulance was to come for him at school or at home to take him to the hospital for an operation in which he had a 50/50 chance of living.

Next week he was taking some people to court because they tried to kill him. He said, "they" tried to put poison into something he was to drink.

Student has also been mistaken for a girl by new acquaintances, and has definite identity problems.

Student manipulates staff members, fantasises and tells and writes notes wrongfully acccusing others thus pitting student against student and student against staff members.

ATE OF ADMISSION: 11/2/88

CHIEF COMPLAINT:
"I want to get off drugs, I can see my life going down the drain".

HISTORY OF PRESENT ILLNESS:
This is the second [redacted] admission for [redacted], age 15, a Native American who has most recently been heavily using cocaine. In the last few weeks he had an admission to the ER elsewhere in [redacted] complaining of palpitations and chest pains which apparently scared him enough to decide to seek re-entry into chemical-dependency treatment.

History of drug use starts with marijuana, first used at age five, regular use at age ten. He was a fairly recent smoker until about a year ago. During the same age ranges, the patient also initiated and then began regular use of alcohol in the form of whisky and beer, occasionally drinking large amounts to intoxication and near passing out. On October 10, 1988, this led to poor judgement and riding on a motor cycle which had a wreck, leaving him with fractured femur, vascular difficulties in the left lower leg, and head injury causing of LOC for at least an hour. Earlier this year, 1988, the patient was introduced to inhaled cocaine. His first episode he thought he was using marijuana and immediately became an avid seeker after a cocaine high. He entered treatment in July of this year at [redacted] motivated by his increasing episodes of irrational and assaultive behavior. At that time he was dealing drugs to provide money to use drugs, and had legal interventions due to his violent and assaultive behavior while intoxicated. Since leaving treatment AMA, in August of 88, the patient stayed clean for one month then he went back to using. He again became clean for one month and utilized AA and NA, and the [redacted] aftercare. More recently had has fallen back into heavy use of cocaine using eight balls of crack daily and all during the three weeks prior to this admission, last used on Halloween, 10/31 at 4 pm. He used crosstops at age 14, 15 tabs on one occasion, and is a heavy user of caffeine in the form of cola and coffee, 15 to 20 servings per day. Allergies: None known. Prescription medications -- none.

FAMILY history is positive for chemical dependency in the patient's mother who has used cocaine IV and this precipitated removal of patient and his siblings from the home into foster care. The patient has been living with his aunt.

ERTINENT HISTORY: [redacted] has been raised by his extended family for the better part of s life. He has a nine-year-old brother who is in foster care with an aunt. Another bling was "adopted out" and another died shortly after birth. [redacted] was six at the time and believes that his mother's boyfriend smothered the baby. He recalls that the yfriend also put his nine-year-old brother (when he was two) in a clothes dryer. The ild was apparently hospitalized as a consequence. [redacted] does not know his real father but understands that he lives in Hawaii. His mother lives nearby but is a "drug addict." Chester says he gets along best with his younger brother and his maternal grandfather.

While he says he was introduced to marijuana and alcohol by his stepfather when he was five years old, [redacted] says he only used alcohol "off and on a little" until June of this ar (1988). Then he began using and dealing cocaine and quickly became deeply involved. says he had lots of money from fishing and from dealing the cocaine and "girls and coke whenever I wanted it." He was admitted to [redacted] this summer but left AWOL after days because, he says, "all the feelings came out at once, and I didn't know what to ." He continued to use until the current admission. This was precipitated by [redacted] aunt reportedly telling him to kill himself, which [redacted] says he was going to do. However, he attempted to contact his sponsor instead, and the two of them agreed to have [redacted] admitted here.

[redacted] has been in about eight different schools in the [redacted] [redacted] and [redacted] hool districts. Some of his moves were precipitated by changes in residence and some by anges in the location of the behavioral disabilities program he was attending. He is rrently in the [redacted] school in the "TLC" program "because of my temper." This parently is a self contained behavioral program in the tribal school. I spoke with [redacted] [redacted] the school psychologist there, who indicated that [redacted] had been diagnosed by [redacted] as "emotionally impaired" a number of years ago. He had not been assessed since then. [redacted] requested a reassessment during treatment in order to cilitate educational placement after treatment. Unfortunately, [redacted] apparently acted t on the unit and refused to comply with staff subsequently resulting in his being asked leave. I had seen [redacted] for the initial session that afternoon and completed the SC-R but was unable to complete other tests.

IN THE [redacted] TRIBAL COURT

FOR THE [redacted] INDIAN RESERVATION

IN THE MATTER OF:)
[redacted])
D.O.B. 5-7-71)
MINOR CHILD)

CASE NO. [redacted]

O R D E R

WARD OF THE [redacted] TRIBAL COURT

UPON the hearing held, July 22,1986, Honorable, [redacted], presiding, all concerned parties present, good cause showing, and the court being fully advised;

IT IS HEREBY ORDERED that the above named minor is to be made a Ward of the [redacted] Tribal Court, for his health, education, and welfare, until further notice of this court.

IT IS FURTHER ORDERED that he will remain where he is at but will be under close supervision of the Juvenile Department;

IT IS SO ORDERED:

Dated this 23 day of July 1986;

[redacted]
Honorable, [redacted]
Associate Judge
[redacted] Tribal Court
[redacted] Indian Reservation

CC: files
[redacted]/BIA Social Services
/Chief Juvenile Officer
/Mother

COURT
SEAL

FILED

JUL 23, 1986

[redacted]
By

Certified to be a true and exact copy
of the original filed in th [redacted]
Date [illegible]
Clerk of Court [redacted]

[redacted]
Education Specialist
BIA [redacted] Agency
[redacted]

Dear [redacted]

This is in reference to [redacted]. He was placed in the [redacted] Center because, he refused to atend the High School classes in 1985 on a regular basis. Also, he was involved with the juvenile department for variouse offenses, such as traffic violations.

Upon being placed in the [redacted] Center, [redacted] was removed because he was bringing marijuana and alcohol into the bulding and giving the other residents. Upon being removed, he was petitioned into the [redacted] Detention Unit, because of has assault on another resident, abuse of marijuana, failure to comply with rules and regulations in the school and from the juvenile department.

He was sent to [redacted] hospital for a evaluation, to determine if he had a psychological problem with a chemical dependency. the evaluation that was recieved recommendation was that he was chemical dependent and would need some mental health work. This we felt was not in compliance, and [redacted] was sent down to [redacted] Children's Hospital for a second opinion. The recommendation from there, was that he did definitely have a psychologicial problem and that if that was taken care of, that the chemical dependancy would take care of itself. It was also recommended that [redacted] be placed in a long term residential treatment program. It was suggested that the [redacted] Boys and Girls Ranch be used in [redacted]. At this time, there is a application that has been submitted. We have not heard as whether he has been accepted, the application has been there since May 1986.

It would be the recommendation from the [redacted] Counselor and the Juvenile Department, BIA Social Services that if [redacted] is accepted in Chemewa Indian School, that he see the school Counselor and enter any programs that they might have for Drug and Alcohol abuse. If any further information is needed, we will be happy to work with [redacted] in any way possible to help [redacted] stay in school there.

[redacted]
RMY Counselor
[redacted] Center
[redacted]

DIAGNOSTIC EVALUATION SU Y CONCERNING [redacted] (ADOL ENT) - 10-2-87

I. BACKGROUND INFORMATION: [redacted] was referred to this agency by [redacted], Juvenile Probation for an assessment. [redacted] is a 16 year old [redacted] male, his home address is [redacted] and his aunt's local phone number is [redacted]. [redacted] date of birth is 2-3-71 and his social security number is [redacted]

II. SUBSTANCE ABUSE HISTORY: [redacted] states that his drug of choice is marijuana. He goes on to report that he started using the drug marijuana at age 14, that he smokes this drug when ever he can, maybe 1 bowl every 2 weeks. He goes on to report that the drug marijuana causes him to do crazy things and makes him laugh. He usually uses on weekends. John reports that he started using the drug alcohol at age 14, that he uses this drug mostly on the weekends, usually every weekend. John reports that he "got into trouble and had to go to AA in Hoonah (3 meetings)" with his use of alcohol. He goes on to report that he has fun when using the drug alcohol. [redacted] also admits experimental use of mushrooms at the age of 15 and use of speed for basketball at the age of 15. He goes on to state that he used speed every practice for basketball because it "helps me move fast". [redacted] reports loss of control, blackouts, vomiting and tolerance increase with his use.

III. TREATMENT HISTORY: The only treatment or counseling history [redacted] reports is attending 2 AA meetings in [redacted]

IV. LEGAL HISTORY: [redacted] reports 4 Minor Consuming charges, a Criminal Mischief and a Accessory to Burglery charge. He is on probation and his probation officer is [redacted]. He was using the drug alcohol during all these charges.

V. FAMILY SOCIAL HISTORY: [redacted] family consists of his mother, age 37, his father, age 43, a brother [redacted] age 20, sister [redacted] age 15, [redacted] age 13 and [redacted] age 9. He goes on to report that his relationship is good with all but his father and his relationship with his father is fair. He reports that [redacted] is in jail and is a possible addict. [redacted] grew up in [redacted] with his family.

VI. EMOTIONAL BEHAVIORAL ASSESSMENT: [redacted] describes himself as a moody person when he is not drinking but happy when he is drinking, he doesn't feel lonely and he has had thoughts of hurting and killing himself. Almost 2 years ago he feared that he might act on these thoughts with a knife while drinking but he hasn't had these fears lately. [redacted] states that he prefers to spend time with others and the kinds of activities he enjoys are fishing and hunting. [redacted] feels that he is a friendly person, that he can communicate with his mother but that ~~he~~ and his father don't talk, he feels that others care about him, that he is friends with ½ the town of Hoonah and that he can share important feeling with 4 of them. What he would most like to change about himself is his drinking.

DIAGNOSTIC EVALUATION SUMMARY CONCERNING [redacted] (ADOLESCENT)-(CONTINUED):

VII. DIANGOSTIC TOOLS: [redacted] was tested on the Hopkins AA Test where he acquired a score of 7 positive answers. He was further tested on the Self Evaluation of Drug Use Behavior for Youth and following are some of the positive answers he gave:

1. Uses drugs to make him feel better around people.
2. Uses drugs to change the way he feels.
3. Skipped meals while using drugs.
4. Sometimes feels anxious to feel the initial effects of a drug.
5. Used drugs in the morning.
6. Has had times when he couldn't remember some of what happened while stoned or high.
7. Gets stoned at least once a month or more.
8. Uses some type of drug at least once a week.
9. Sometimes tries to cut down on his using.
10. Missed school or a class to get high or because of being high.
11. Gotten into trouble outside his home because of using drugs.
12. Gotten into trouble with the police because of using drugs.

VIII. DIAGNOSIS: 305.0 ALCOHOL ABUSE 305.2 CANNABIS ABUSE

IX. RECOMMENDATIONS: It is the recommendation of this agency that [redacted] receive inpatient treatment as soon as possible at an appropriate facility like [redacted] If that is not possible then an "AA" based intensive outpatient treatment program with other young people is recommended.

Respectfully submitted,

[redacted]

[redacted] Adolescent Counselor

STATE OF OREGON
MULTNOMAH COUNTY JUVENILE COUI
AND
[redacted]
1401 N.E. 68TH AVENUE
PORTLAND, OREGON 97213
[illegible]

[redacted]
CHIEF JUDGE

RECEIVED
MAR 30 1987
PRINCIPAL
CHEMAWA INDIAN SCHOOL

March 25, 1987

[redacted]
Superintendent
Chemawa School
3700 Chemawa Road, NE
Salem, OR 97305

RE: [redacted] DOB: 07/01/71 NO: [redacted]

PARENTS: [redacted]

Dear [redacted]

I am belatedly writing in reference to the above-named child, [redacted] who until recently was on formal probation to this Court.

On February 12, 1987, I contacted [redacted] of Chemawa, to inquire about [redacted] application for admission, only to learn that he had been turned down by the Admissions Committee. As I understand it, he was denied admission based on the school's difficulty in obtaining his academic records.

I would like to urge your reconsideration of this youngster's application based on the availability of information both from [redacted] School District and the Multnomah County Juvenile Court, which in my judgement clearly shows a need for the type of services which your agency offers. I believe [redacted] need to be critical.

[redacted] is quite a pleasant young man of 15 years. He acknowledges that he has made many mistakes and that he goes right back to them every time. He says he doesn't go to school because he hates it. He says, "teachers get in your business too much", which seems to mean that if he comes in late, he has to answer a bunch of questions, that they pester him about incomplete work, and so on. [redacted] last attended [redacted] Alternative School in east Multnomah County and did say he liked the school better than all the others. He acknowledges, however, that he did "mess up" while there, that he began hanging around with friends, smoking dope, and not getting any work done.

This pretty much follows the modeling within the family of [redacted] older brothers, which is apparent to [redacted] i.e, that most of the boys drop out of school as early as possible and get some type of employment, steady or otherwise. As things unfolded, it has become clear that this is his plan, overt or covert.

[redacted]
March 25, 1987
Page 2

I agree with Dr. [redacted] Ph.D., who psychologically assessed [redacted] on March 14, 1986, and observed that she did not think [redacted] had thought it through, but it seems obvious that he is headed that way if there is not some intervention soon.

According to Dr. [redacted], [redacted] does not read well enough to do the MMPI. On the Wisk-R, he obtained a verbal IQ of 73, a performance IQ of 88, and a full-scale IQ of 79, which means his academic skills and his comprehension of much of what is presented at the high school level is going to be quite limited.

Testing also indicated a lot of discouragement and anger at himself, but he was not seen as clinically depressed. Rather, his reasons for being so discouraged about school were seen as being related to his very limited ability and to a profound sense of failure and inability to deal with the work.

[redacted] appears also to be a young man who has not been able to set either short-term or long-term goals for himself. He seems to realize more and more the importance of school and at the same time, his frustration of not being able to achieve in an academic setting.

Again, I would like to ask you to reconsider the decision not to admit [redacted], whom I believe could greatly benefit from attendance at Chemawa and from your special programs there.

I can assure you also that [redacted] parents are very supportive of such a plan and they actually initiated his application to the school.

Thank you for your consideration of this request. Please feel free to contact me at [redacted] in Portland if you desire any further information about [redacted].

Sincerely,

[redacted]
Juvenile Court Counselor

[redacted]

[redacted]

INITIAL ASSESSMENT

This 16 year old male Native American from [redacted] came into inpatient chemical dependency treatment referred by [redacted] of [redacted] Mental Health. Upon admission [redacted] related that he began using whiskey about the age of 12 but didn't drink seriously until the present time. Over the past year he has been drinking hard liquor every weekend up to 2/5ths per day. He does most of his drinking at his cousins house, occasionally drinks alone. He lives at home and nobody drinks there. Patient feels that drugs and alcohol have interfered with his school life, school and his social life. He stated that he used marijuana on a daily basis, maybe 2 grams a day. Stated that he had used LSD, mushroom, snorted cocaine, smoked hash, ti sticks, sniffed rush and gasoline and used some pills with possibly codeine. He stated that he has experience lots of blackouts. Upon admission [redacted] appeared nervous and fearful.

ADMITTING DIAGNOSIS

1. Chemical dependency

COURSE AND PROGRESS IN TREATMENT

[redacted] was evaluated relative to his chemical dependency pathology, social functioning, school functioning and family functioning. Identified clinical problems which were addressed in treatment are:

1. [redacted] being unaware of the physical effects of drugs and alcohol on the body
2. [redacted] being unaware of his chemical dependent lifestyle
3. [redacted] stuffing his true feelings
4. [redacted] low self esteem
5. [redacted] fears and worries

Items addressed in discharge planning and aftercare:

1. Where aftercare will be conducted
2. Continued personal growth

Items needed and referral completed:

1. Need for education
2. Continuation at Chemawa Indian School in Salem Oregon

[redacted] actively worked on the development and implementation of his treatment plan. He appeared to respond well to individual psychotherapy to address his alcohol/drug lifestyle. He achieved the objectives for treatment in this area and developed a meaningful plan for continued abstinence upon discharge from this inpatient rehabilitation setting.

MR. GRAY

CHEMAWA STUDEN .LCOHOL, MARIJUANA, HARD DRUGS . OBACCO USAGE

Student participation October 7, 1982: 351 students completed a questionnaire anonymousl for the Chemawa Alcohol and Education Program staff. One purpose of the survey was to assess the extent ot chemical use and abuse. A random sample of 100 girls and 100 boys was made to gather the following information:

I.	Tobacco Use	Girls	Boys	Total
	Yes	45	40	85
	No	55	60	115

II.	Marijuana:	Girls	Boys	Total
	Non-User	(23) 11.5%	(33) 16.5%	28.0%
	Experimenter	(31) 15.5%	(37) 18.5%	34.0%
	Abuser	(27) 13.5%	(18) 9.0%	22.5%
	Disease	(20) 10.0%	(11) 5.5%	15.5%
				100%

Definitions:

Non-User - Never Used
Experimenter - 1 to 8 time a year
Abuser - More than once a month/more than 3 times a week
Disease - More than once a day

III.	Drugs (Hard Drugs):	Girls	Boys	Total
	Non-User	(34) 17.0%	(30) 15.0%	32.0%
	Experimenter	(34) 17.0%	(25) 12.5%	29.5%
	Abuser	(22) 11.0%	(25) 12.5%	23.5%
	Disease	(8) 4.0%	(19) 9.5%	13.5%
	Unknown	(3) 1.+%	(1) .5%	1.5%
				100%

Definitions:

Non-User - Never Used
Experimenter - 1 to 8 times a year
Abuse - More than 1 time a month
Disease - More than 3 times a week

IV.	Alcohol:	Girls	Boys	Total
	Non-User	(21) 10.5%	(16) 8.0%	18.5%
	Experimneter	(27) 13.5%	(20) 10.0%	23.5%
	Abuser	(44) 22.0%	(50) 25.0%	47.0%
	Heavy Abuse/Disease	(3) 1.5%	(10) 5.0%	6.5%
	Disease		(2) 1.+%	1.0%
	Unknown	(5) 2.5%	(2) 1.+%	3.5%
				100%

Definitions:

Non-User - N ever Used
Experimenter - 1 to 8 times a year
Abuser - More than once a month
Abuse/Disease - Average 3 times a week
Disease - Every day use

The information gathered from the students does not define quantities taken but simply number of times they said they use these substances.

MR GRAY

CHEMAWA ALCOHOL & DRUG USE STAFF SURVEY

November 18, 1982

Staff Participants: CAEC, Dormitory Staff, Special Program Teachers, Counsellors, and Social Worker. Staff used their subjective experience and knowledge of student behavior to classify 391 students within the following catagories:

		Girls %	Boys %	Total %
1	Non-User	(44) 11.2%	(33) 8.4%	(77) 19.7%
1-2	Possible Experimenter	(49) 12.5%	(19) 4.8%	(68) 17.4%
2	Experimenter	(48) 12.2%	(50) 12.7%	(98) 25.0%
2-3	Possible Abuser	(27) 6.9%	(43) 10.9%	(70) 18.0%
3	Abuse	(25) 6.3%	(43) 10.9%	(68) 17.4%
3-4	Possible Disease	(4)	(3)	(10) 2.6%
4	Disease	(1)	(2)	

MEMORANDUM

Date June 28, 1988

TO Karen C Fenton, Chairman, Chemawa School Board
Violet Hillaire, Vice Chairman
Marie Schmidt, Secretary-Treasurer
Margaret Jose, Member
Abraham Spotted Elk, Sr , Member

From: Gerald J. Gray, Prinicipal, Chemawa Indian School
Jim Edge, IHS, Western Oregon Service Unit Director
Calvin Hecocta, Acting Director, CAEC Program

Subject: Chemawa Substance Abuse Program

- **I Program Participation - 1987/88 School Year**
- **II Number of students assessed and services received**
- **III Program needs - 1988/89 School Year**

The Chemawa School, The Chemawa Alcohol Education Program and the IHS Western Oregon Service Unit united in a concentrated effort this past school year to develop and provide an in-depth substance abuse program for Chemawa students. This effort was only possible because of the strong policy and program support given by the Chemawa School Board. As a campus community we have begun the process of facing and owning the extent of student substance abuse and the disease of chemical dependency. We believe that our experience has been remarkable for a school setting

Together with parents, school board members, students, school and agency staff, we have learned a great deal about the extent and nature of our substance abuse problems as well as what program segments must be in place to effectively intervene and change student lives and give hope for the future

I. SUBSTANCE ABUSE PROGRAM PARTICIPATION:

1. CHEMAWA ALCOHOL EDUCATION PROGRAM

CAEC refocused to an out patient treatment model and provided

a. 163 assessments.
b. Groups services twice a week for
   Abusers, Chemically Dependent (CD) and Post Care Students
c. Misuse group program.
d. Parent contact on Primary Residential Treatment (PRT) referrals.
e. Training for residential and social services staff.
f. Designed special retreats, off-campus activities and therapeutic experiences for students.
g. Post care staff made daily contact with school, social worker and dorm staff.
h. Urinanalysis screening (UAs) to post care, CD and abusing students receiving group services.
i. Interventions and Individual Counseling.
j. Program consultations throughout.
k. Children of Alcoholics (COA) training.
l. On-going daily contact with Residential and/or Social Services staff to share and coordinate services.
m. ATGS System documentation services.

2. CHEMAWA SCHOOL

a. School Board approved a policy of administratively release for students unwilling to participate in assessment and treatment programs. Tying consequences to non participation in out-patient, PRT and post care was critical to student success.
b. Social Services refocused Intensive Residential Guidance Program.
   - All post care and majority of abuse level and chemically dependent students placed in IRG dorms
   - Targeted substance abuse students
   - Initiated IRG positive reinforcement program for non-use
   - IRG funding paid for two additional dorm aides to work with students

- Individual substance abuse counseling by IRG dorm staff and social services including parental contacts, PRT and out patient referrals
- Provided 100 summaries to CAEC as part of the assessment process
- On-going daily contact with CAEC staff to share and coordinate services

c. Residential Department Head had a policy of referring weekly all substance abusers to CAEC. Provided CAEC with summary student use data. Participated in Interventions Transportation for alternative activities and to and from PRT. Supervised weekend holding area for out of control students.

d. Academic provided limited coordination of student academic work while in PRT. Academic provided release time for abuse groups.

e. Special Education developed individual assistance plans for some of their students.

f. BIA PAO allocation of substance abuse funds was used to provide one home living specialist with substance abuse experience, special assemblies retreats and alternative activities, purchase of educational materials, staff training, supervision for out of control substance related behavior an additional counselor, and post care materials needed by students.

g. Provided *Here's Looking At You 2000 Program*.

3. INDIAN HEALTH SERVICES:

a. IHS PAO funded most of Primary Residential Treatment and TLC program.
  - Red Willow treatment facility.

b. Mental Health Services.
  - Counseling and Social Services.
  - Psyciatric Consultation and Evaluation

c. Medical Services.

d. Training.

e. Program consultation to CAEC.

f. Special Mental Health project staff transfered to CAEC

II. NUMBER OF STUDENTS SERVED BY SUBSTANCE ABUSE PROGRAM

- Out of 500 enrolled students, 163 assessments were principally completed by CAEC staff with a small portion completed in students' home areas. A year end review of students revealed the following status.

Student Status at Year's End	Number
Chemically Dependent	103
Abuse Level	43
Misuse	17
Total Assessed	163

- 80 % of our students had known usage prior to and after enrollment at school. It is our belief that had we had the manpower to do assessments on all of these students, a significant additional number of students would have been identified as using at the chemically dependent and abuse level. This is supported by the findings of Dr. Norman Dingus' ***Indian Adolescent Mental Health Screening Project*** which found that 73% of the students in their study exceeded their drinking threshold screening score and 42% the drug threshold screening score.

GLOSSARY
PRT-Primary Residential Treatment
TLC-Transitional Living Center (School and some activities on campus - evenings at Treatment facility.
UA-Urinanalysis screening for drug usage

C. **Assessment and Treatment Services** were provided for the 103 Chemically dependent students as follows

Number of Students	Action Taken
44	Referred to and entered Residential treatment programs
11	Refused Residential treatment services and were withdrawn by parents or administratively released until they went to PRT. One graduated at home after release
1	Graduated at Chemawa. Individual counseling services only.
2	Entering PRT at home in June on referral from school social services
11	Attended outpatient CD group and holding for summer PRT beds at the end of the school year. IHS/CAEC arranging PRT for 8 students.
3	Graduated. CD outpatient group/IHS /Spec Ed/IRG Services.
17	Participated in CD outpatient group waiting for bed space/continued usage resulted in release-insufficient appropriate resources available.
14	Parental withdrawal or disciplinary release prior to CD group service being established. Some students received services at the abuse level. Insufficient appropriate resources available.
103	

Had PRT been available uniformly all year as well as Post Care and TLC - We firmly believe we could have doubled the number of CD students served and retained in school.

Note: 85% of identified chemically dependent students received some degree of newly, refocused substance abuse services

Lack of immediate PRT for student after assessment and intervention hampered and frustrated staff efforts in working with the students. However the positive changes in students who did receive PRT and a period of TLC plus post care were dramatic. There were also very positive changes in the abuse groups. Students who were CD or Abusers in the IRG dorms has a 10% higher retention rate than all other students.

D. **SUMMARY OF PRIMARY RESIDENTIAL TREATMENT SERVICES, AND POST CARE / TLC BY IHS / BIA AREAS**

AREAS SERVICE	PAO	ALASKA	BILLINGS	OTHERS	SACR	TOTALS
CD	38	19	39	3	4	103
PLACED IN PRT	22	8	12	1	1	44
FAILED PRT	6	4	2	0	0	*12
NOW IN PRT	1	0	1	0	0	2
SUCCESSFUL POST CARE @ CHEMAWA	12	4	6	1	1	24
SUMMER POST CARE AT HOME	1	0	1	0	0	2
FAILED POST CARE AT CHEMAWA	3	0	2	0	0	5

UNSUCCESSFUL COMPLETION OF PRT:

1	Completed school year here and usage controlled.
2	Now graduated, at home.
1	Re-entered PRT at home, but did not complete PRT.
4	Re-entered school at home.
4	Students at home. Need more information.
12	

These twelve students were either administratively released or withdrawn by parents based on behavior problems and/or inability to work through denial during PRT.

AREA	RED WILLOW PRT	**OTHER PRT	RED WILLOW TLC
PAO	15	7	3
ALASKA	8	0	3
BILLINGS	8	4	6
OTHER	0	1	0
SACRA	0	1	0
TOTALS	31	13	12

**IHS funded at least one of the students receiving PRT other than at Red Willow. Of the 3 students initially at Red Willow 2 later re-entered PRT at other facilities. Above PRT numbers reflect unduplicated student count.

E. PRIMARY RESIDENTIAL TREATMENT ESSENTIAL

PRT was not available many times during the school year We cannot stress too strongly the necessity of having PRT available when the student is ready Delays provide time to reinforce denial of the problem, can effect the eventual PRT outcome, can be upsetting to parents as well as the student who is going through the process of surrender The student experiences considerable anxiety and turns to heavier use

Without PRT availablility Chemawa simply cannot have a meaningful substance abuse program. We have many chemically students enrolling year after year. We lose 50% of our students for many reasons--foremost among them are substance abuse related behavior.

The three deaths of students on campus over the past 20 years were each drug or alcohol related. Each summer we hear of alcohol related deaths of our students. This summer one of our chemically dependent students on hold for PRT bed space was injured after being found intoxicated on a railroad track.

It is the position of the school that chemically dependent students will be released from school if we cannot place them in primary residential treatment facilities.

F. POST CARE PROGRAM

1. Post care services included:

a. Two 1 1/2 hour support group sessions a week.
b. Off-campus retreats designed with combinations of group discussions, self esteem building exercises and theraphy experiences.
c. Student led AA meetings once a week on campus
d. Off campus NA and AA meetings - once a week - should be available daily - especially critical as number of post care students grows We are limited by sufficient number of staff and vehicles to do this properly
e. UAs to verify sobriety

f. Daily follow-up with student- i.e. dorm adjustment, group attendance
g. Mental health services
h. Individual Counseling and intervention by Residential Social Services, and CAEC staff
i. IRG Dorm Placement with positive reinforcement program and regular dorm staff contacts and support groups.
j. IRG on and off campus activities and special post care sobriety alternative activitites.

2. **NUMBER OF STUDENTS RECEIVING POST CARE - 29**

a. Successful: 24 Students

5 graduated
17 will return to Chemawa this Fall
1 family responsibilities prohibit return
1 may return this fall

Total 24
Twelve of these students have spent time in TLC.

b. Unseccessful: 5 Students

2 referred to summer long out patient programs. Need period of verifiable sobriety before return to school in fall
2 have repeated PRT - remain in relapse at last contact
1 doing follow-up at this time

Total 5
Two students were in the TLC program. The program did not exist when the other students were in continuing and serious relapse.

6. ABUSE LEVEL STUDENTS

NUMBER	SEX
31	Boys
33	Girls
64	Totals at time of Initial Assessment.

Sixty students within the school year received group services twice a week. Initially the groups were held for 8 weeks and later in the year for a 16 week block. Random UAs were part of the program as well as alternative activities. About 50% were receiving IRG services.

Of the originally assessed 64 students 18 were re-evaluated and transfered to the chemically dependent program. These are included in our CD group of 103 students. An additional 4 dropped out of school or remained unserved for other reasons. At the end of the school year there were a total of 43 students remaining assessed at the abuse level.

Students	Outcome or action planned
19	Successfully completed abuse groups
4	Will be returning to school in the fall and need individual counseling by abuse counselor.
20	Will be placed in abuse groups when they all return in the fall.
43	Total students at end of school year.

H. MISUSE GROUPS

Students	Action or Service
16	Successfully completed
24	Re-evaluated at abuse level and move up to abuse level
3	Carried over to fall.
3	Dropped and will not return.
46	Served primarily with educational misuse group

1987/88 PROGRAM SUMMARY

This was an initial program year in which a treatment rather than a disciplinary behavioral control emphasis predominated at Chemawa.

Program services in all areas were being developed throughtout the school year. This was a year of dramatic transition as together we determined the most appropriate policies and services needed to make the program work in a boarding school setting. As program segments came into place during the year, student retention and response improved. *The climate and behavior was so changed by the close of the school year that drinking behavior was significantly reduced by the last two months of school -- a time when historically these behaviors have accelerated. During the last two months of school the temporary holding area was in use twice for a total of 2 students.*

Many significant factors played a part. IHS funding for PRT, outstanding alcohol counselors able to provide group work services of a high calliber, the joining of forces -- CAEC, Social Services and Residential enabling the refocusing of the IRG Program, a high level of parental support for the services needed by their students; the School Board's committment to policies reinforcing student participation in treatment; BIA Education substance abuse funding, Red Willow opening the TLC Program and we could go on

This year we took the first step and moved a long distance. We cannot go back - We need to forge ahead this coming school year toward our goal to have a drug and alcohol free campus within five years

III. PROGRAM NEEDS 1988/89 SCHOOL YEAR

- **Available PRT for all CD students**

- **Available transitional living program for students unable to cope with full time campus re-entry. There is an equal need for the transitional living program for relapsed students.**

- **A van and driver with alcohol counseling ability to make available community NA/AA meetings and teen sobriety activities for post care students 5 to 7 nights a week. Transportation to support the student substance abuse program is critical.**

- **Female alcohol counselor at CAEC to assist with increasing numbers of post care students. We will begin the school year with 20 at a minimum.**

- **Academic coordinator to assure PRT students are receiving appropriate school work; evaluate credit earning potential of PRT programs and assure provision tutorial services for post care as well as abuse level students behind in their school work.**

- **Revised post care program establishing program content related to length of sobriety and encompassing relapse consequences and needs.**

- **Set goals for increasing campus community awarness of program especially among academic staff.**

- Program information dissemination for parents of students generally and for all parents of students assessed at the chemically dependent level specifically.

- Increase awareness of the extent and seriousness of the problem of substance abuse among enrolling students. Students' lives are at stake and anyone concerned with Indian Education and Health Services - here or at home needs to own the problem as much as the chemically dependent student and his family.

- Establish policy that chemically dependent students will be medically and/or administratively released if there is no reasonable availablity of PRT with the understanding we will seek out PRT within school and IHS staff resources and funding constraints.

- Give more emphasis to the mental health needs of dual diagnosis students and those in Special Education needing individually designed programs. Special Education students who are assessed as Chemically Dependent will not be released unless recommended by the Chemawa Multidisciplinary Team and IHS physician.

- A safe and properly staffed and programmed holding facility is a critical need.

- Urinanalysis screening funds are inadequate and limited now to CAEC. Funding levels must be increased to meet even current program level needs much less the growing need as the program develops. (Alcohol screening is done by breathalizer.) A policy regarding drug screening of suspected users needs development in our 5 year plan toward a Drug and Alcohol Free Campus.

Gerald J Gray

Calvin Checocta

United States Department of the Interior

BUREAU OF INDIAN AFFAIRS
Portland Area Office
911 N.E. 11th Avenue
Portland, Oregon 97232-4169

IN REPLY REFER TO

COPY FOR YOUR INFORMATION

October 4, 1991

Dr. Eddie Brown
Assistant Secretary, Indian Affairs
Mailstop 4140-MIB/Code IA/00
1849 C Street NW
Washington, DC 20240

Dr. Everett Rhodes
Director, Indian Health
Park Lawn Bldg.
5600 Fishers Lane
Rockville, MD 20857

Gentlemen:

Report on Mental Health Needs of Native Americans in Off-Reservation Boarding Schools and Home Environments.

This report is being sent directly to you because of the significant nature of the epidemic problems of Native American Youth attending off-reservation boarding schools (ORBS) from all reservations. These problems are not the result of attendance at ORBS. They are the result of many issues not being responded to appropriately by agencies at the student's reservation and in their homes. Further, the issues of service provision and solutions are not within the domain of one agency, division or program. All areas of service must be impacted for appropriate service provision. This includes services being provided by the Bureau of Indian Affairs (BIA) and Indian Health Service (IHS) at off-reservation boarding schools.

After consultation with Dr. Deloris Gregory, Chief, Mental Health Programs for the Portland Area Indian Health Service, and other IHS and BIA professionals, it was my professional opinion that this information should be provided to you directly rather than through the numerous division and program administrators. It is recognized that administrative decision making and planning must occur at your level, in consultation with the directors of the various programs, to respond to these multifarious issues for the next and subsequent fiscal years.

During the summer months of 1991, Chemawa Off-Reservation Boarding School established an interagency committee to develop a plan of services and programs that could respond to the identified needs of students attending Chemawa. This was a continuation of efforts initiated at Chemawa in 1987 to identify and provide better services, such as the current alcohol and drug program at Chemawa. Members of the committee consisted of personnel from the Portland Area Office of Indian Education, the Portland Area Indian Health Service and BIA/IHS staff at the Chemawa Indian School and Health Clinic.

Based on the identified needs of current students, it was determined that a joint model dormitory program should be developed. Initially the program is being designed to provide service for twenty (20) students identified as most in need as determined by a joint screening committee. Other students will be provided service as needed staff are employed, training of current staff is completed and funding for the program is identified. Initial funding for staff is being provided by IHS Mental Health Programs and BIA Special Education funding. All students in the initial program will be high service emotionally disturbed students in special education. Their placement in this program is the only option other than institutional placement or to return home with no services.

Responding to these issues on September 12-19, 1991, an Interagency team from the Portland Area BIA and IHS and Chemawa provided a comprehensive school-wide Mental Health Screening of 280 students from ages fourteen (14) through twenty-two (22). The team was comprised of psychologists, psychiatrists, nurses and educational personnel from the two agencies. This screening responded to the recognition by Area and Chemawa BIA and IHS staff and past studies that students attending Chemawa were increasingly experiencing mental, physical, social and educational problems that could not be met with existing services and staff.

The purpose of this screening was to determine the major areas of need for students attending Chemawa in order that a program of services could be designed to better meet the identified needs. Areas of investigation included mental and physical health, social environments and educational needs, with mental health being the primary area of concern.

The screening categories consisted of depression, violence, suicide (attempts and ideation), drinking and drug abuse, sexual attitudes and involvement, social support and family environment, medical attributes, educational abilities and attitudes, nutrition. Other information was gathered concerning stressful life events and other related psychosocial correlates.

While the survey provided to the students is not exhaustive, it is clear that the issues identified from the data is a true definition of student population needs at Chemawa and in the BIA's boarding school system. The preliminary findings indicate increasing dysfunction in all areas investigated and that services from both agencies are not being appropriately provided. The majority of students screened (approximately 95%) are reporting critical medical, social, mental and educational needs that have not and are not being met.

The data from the mental health screening collaborates other valid studies completed on this population in the past ten (10) years. All studies clearly indicate the needs of the students extend far beyond the boundaries of any program or reservation and are becoming more severe. The lack of these appropriate services from all programs, provided directly by the IHS or BIA, or contracted, whether they be medical, social and mental health, educational, or law enforcement, border on criminal neglect. It is also true that Chemawa and other off-Reservation boarding schools and IHS clinics are receiving students that they can't possibly serve with existing funding and staff.

The results of this screening are not complete as newly arriving students are being screened and the data must be compiled. This data is being summarized and will be provided to you within two months. I am including in this report studies completed in 1987 by Dr. Dinges, that investigated similar areas, and Mr. Shadbolt's study completed at Chemawa in 1988, for your review. Studies completed at Stewart Indian School in 1979/80 and in Washington State in 1990 are available from the Indian Health Service, Office of Mental Health Programs.

The following is a brief description of current results:

(1) Students are reporting more suicide attempts and suicidal thoughts then reported in past clinically significant screenings;

(2) Violent behavior, violent ideation and depressive behaviors are increasing. More students are indicating violent episodes and thoughts;

(3) More physical, mental and sexual abuse are being reported by the students. Most of these have been reported although little action appears to have occurred on the part of law enforcement and social services.

(4) Most students are more involved with drug and alcohol use. Frequency, pattern, amount and severity of usage is greater. Abuse is becoming more common.

(5) Students are reporting significant medical needs that have not been corrected. Many issues are life threatening and have not been followed up on by medical staff, some have not been acted on at all.

(6) Social and family issues are epidemic. Extreme violence, alcohol and drug abuse, physical, mental and sexual abuse now seem to be the norm of the student's families. There appears to be a serious breakdown in the provision of social services and child protection.

(7) Students are reporting more sexual active behaviors. Many students still do not use birth control or practice safe sex methods. Culturally relevant and effective methods of HIV education are vital within this population due to the potential spread of AIDS within the young population, their partners and their future offspring. Additionally, if these young people are raped, their offenders are at risk as well as the offenders future victims.

(8) More students are indicating serious, binge-related eating

disorders. Additionally, nutritional issues are becoming more prevalent.

(9) Students are three (3) years or more behind academically.

(10) Students being sent to Chemawa are not being provided necessary, or appropriate medical, social and educational screening. Most students records do not contain information needed to determine appropriate services.

While this list does not include all areas of need, it does give you a sobering indication of the treatment needs of students being sent to Chemawa and other Off-Reservation boarding schools. Even if students are over-reporting difficulties, the needs are still epidemic. There is not a lack of awareness of identified problems facing Native American youth. This has been known for some time, as attempts have been made to correct some of the problems with varying degrees of success. However, the current awareness of the high levels of pathology is of grave concern. The population of students attending Chemawa and other Off-Reservation boarding schools is an extremely high-risk group of Native American adolescents that have critical psychological and social dysfunction. Trupin's comparative study of overall serious emotional disturbances in American Indian youth in Washington State verifies that Native American students are experiencing serious emotional disturbances.

Nonetheless, the current funding and programs, both in the BIA and IHS, at ORBS, do not provide needed staff, programs or facilities to even marginally meet these needs. Distinct ORBS programs need to be developed with appropriate staff and funding to provide needed treatment to overcome these problems as much as possible. This can not be done with current funding mechanism and philosophy.

This is true of programs on reservations nationally. In the past, lack of awareness of epidemiology of identified problems and extraordinarily high levels of pathology of students has caused condemnation of BIA educational programs and resulted in current attempts to close the off-reservation boarding schools and associated IHS facilities. At the same time little or nothing has been done to increase appropriate services on reservations, resulting in reduced program services to adolescents in need.

As a result the various reservations send students to off-reservation boarding schools as they do not have necessary programs or staff. Social service staff do not provide needed data on students as they suspect students will not be accepted into an ORBS where the students may receive better services. At the same time, ORBS accepts these students without needed information as funding is based on student count. Everyone in this [illegible] known that most of these students will not receive needed services, that the majority will leave or be dismissed from school, [illegible] and that they will return home to the same dysfunctional families and inadequate environment. These same students will still not receive needed medical, mental, social and educational services. They will not have, nor will they have received, the emotional support and environmental structure necessary to promote behavioral adjustment.

Some positive efforts are being made by the BIA and IHS to isolated portions of these problems by targeting drug and alcohol, suicide and other educational, mental and social health issues. However, a fragmented approach will not likely overcome the epidemic dysfunctions being faced. A coordinated effort is needed that will utilize all current services while expanding interagency efforts to overcome this problem. This includes the acceptance and utilization of ORBS as interagency alternative psycho-educational treatment facility that provides holistic psychological, social, medical and educational services.

As noted above, efforts have been made in the past several years to close ORBS. While ultimately that is a desirable goal, my professional opinion is that are insufficient services on reservations and in Alaskan Native communities to justify this. What is needed is exactly what the BIA and IHS are attempting to do at Chemawa. This new program is being designed to provide holistic mental, physical, social and educational services for the identified population. Additionally, it will impact all levels of service delivery including home-based and transitional services to and from home reservations.

Redefining and developing interagency services and interfacing these with local community programs is a logical step to services being provided. The following are recommendations for your consideration regarding positive approaches and options that can create an interagency service model to reduce the significant difficulties facing young Native Americans. While some of these recommendations are not new, they are still appropriate for services needed:

> (1) Designate Chemawa as an "Off-Reservation Alternative Boarding School (ORABS)" that recognizes that students have needs that cannot be met by either the BIA or IHS alone. The provision of an alternative program operated conjointly by the BIA and IHS utilizing a formal interagency agreement is appropriate and will be able to provide services that neither alone could. A formal interagency agreement would represent our identification of student problems and would provide a needed program and staff response.

(a) The BIA would provide educational and vocational services based on student's educational needs.

(b) The BIA and IHS would conjointly provide homeliving services via a formal interagency agreement with professional staff and Para professional staff trained to work with adolescents with the identified educational, mental, social and health needs.

(c) IHS will designate Chemawa as a school health facility and staff would be provided for adolescence services, or staff in the Western Oregon Service Unit will be identified specifically for Chemawa from all departments. Staff will be available twenty-four hours per day.

(d) Chemawa will become a closed campus and fence will be placed around the facility. No one would be allowed in without appropriate authorization. Students would be allowed off campus with a pass.

(2) There have been positive efforts made in the past two years by the BIA and IHS to some of the identified problems, by targeting drug and alcohol, suicide, educational need, and mental health and social service issues. But limited funding due to the BIA ISEP funding mechanism simply does not provide sufficient fiscal support.

The ISEP formula does not take into account the needs of ORBS students or programs. While the formula may work reasonably well for day schools, it does not begin to meet funding needs of dormitory programs providing education and homeliving services to students at risk. What is needed by ORBAS is a new funding mechanism, based on a submitted budget developed by each ORBS that would become a line item of the budget submitted annually to Congress. This funding mechanism would provide a realistic budget that would allow for needed staff and redefining of the ORABS service model to more appropriately meet student needs.

The provision of a line item funding mechanism would provide a more realistic approach to needed services and would effect communities as well. This would allow:

(a) Professional educational, homeliving, mental health, and social services staffing according to students needs:

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(b) Development of appropriate student selection criteria and appropriate planning for students prior to arrival at school;

(c) A year long program for students in need;

(d) Needed mental health and social services; and

(e) The development of needed transition services at the schools and home communities from all care providers.

(3) Funding for IHS clinical services at ORABS should have a separate budget and funding sources from other community programs. All funding identified for mental health dormitory programs should be provided to these dormitory programs for staff and services.

(4) Existing services, and those being developed, such as the alcohol and drug program now at Chemawa, suicide prevention programs, therapeutic recreation programs and transition services, will all be incorporated in the alternative program being proposed.

(5) The screening project conducted at Chemawa to include:
- (a) Other ORBS;
- (b) BIA and Tribal Boarding Schools; and
- (c) public and private schools on reservations if possible.

This will allow for the development of a standardized screening instrument to identify student needs and orient local program efforts. This should be completed by cost sharing between IHS and BIA.

(6) Social workers will be provided at all ORBS to provide needed case summaries and needs assessments. These Social Workers can also be utilized as case managers that can begin to develop transition services from community to programs and back. Social workers on reservations and within communities will also be identified on reservations for similar purposes. All BIA and IHS P.L. 93-638 contracts for these services on reservations will contain statements in the scope of work to ensure coordination of these services.

(7) BIA/IHS, Tribal and Contract Law Enforcement, Social

Services, Medical and Mental Health and Educational agencies need to develop a coordinated effort to deal with the amount of reported abuse. It appears there are many cases not being acted on, and Child Protective Teams are not being effective. It is hoped that this summary and these recommendations, while not exhaustive, will provide you with information to formalize a plan of action to respond to the identified needs. If you have further questions or desire to discuss these recommendations further, please contact me at (503) 230-5682 or FTS 429-5682.

Sincerely,

Dr. Carl Cooley
Area Psychologist

Enclosures: 1. Indian Adolescent Mental Health Screening Project
2. A Mental Health Promotion Program

cc: Ed Parisian, Director, OIEP
Ron Edan, Acting Deputy to the Assistant Secretary, Indian Affairs
Dave Hickman, Chief, Social Services
Keener Cobb, Chief, Branch of Exceptional Education, OIEP
Dr. George McCoy, Deputy Chief, Mental Health, IHS
Dr. George Brenneman, Chief, Maternal & Child Health, IHS
Stan Speaks, Area Director, Portland Area Office

BYRON L. DORGAN
NORTH DAKOTA

APPENDIX B

Congress of the United States
House of Representatives
Washington, DC 20515

April 9, 1992

Assistant Secretary Eddie Brown
Bureau of Indian Affairs
Department of the Interior
1800 C Street, NW
Washington, D.C. 20240

Dear Dr. Brown:

I write to request your immediate and personal attention to reports of sexual abuse of students at the Wahpeton Indian School in North Dakota. I am requesting that you immediately appoint an emergency child protection team to ensure the safety and welfare of students at the school. I also urge that you set up a federal review panel to examine the longer-term issues of mission, staffing, and student placement at Wahpeton. I understand that North Dakota Governor George Sinner has made a similar appeal to you and your staff.

My requests arise from my longstanding concerns about Indian child welfare and the Wahpeton Indian School and from recent communications from the North Dakota Department of Human Services and State Health Department. State officials have informed me that the State Child Protection Team has been approached by the Wahpeton Indian School to help it address problems of sexual abuse of one or more students at the school by other students. I underscore that in response to my inquiries school officials inform me that they have sought help to deal with this problem, that they are striving to address it, and that the reported problem involves students -- not school staff.

Nevertheless, I regard the requests to me from state officials as an emergency call for top-level intervention. I have brought this matter to the attention of Chairman George Miller of the House Interior Committee and will pursue appropriate action with him. However, I do request that you undertake extraordinary steps as the official with ultimate management responsibility for the school. May I offer two recommendations.

Step one should be appointment of a child protection team, which might include professionals from the Bureau of Indian Affairs and from the North Dakota Health and Human Services Departments. The enclosed letter includes a list of individuals who might assist the BIA in such an undertaking. This group should treat the present situation as an emergency and recommend an immediate management plan to safeguard all students at Wahpeton Indian School.

Step two should be establishment of a federal review panel, which might draw upon the services of individuals on the special child protection team, to analyze whether the school's current mission as a residential school matches its current requirement to provide residential treatment. I believe that the panel should make comprehensive recommendations about staffing, student placement and screening, and the school's future mission.

Page Two
Dr. Brown

I don't wish to overstate the seriousness of the problem without the benefit of a full report on the situation. I also reiterate that school officials are trying to manage the situation with existing staff. However, I feel obliged to pass along the concerns and recommendations of state officials and to urge that you take whatever actions are needed to protect the students at the school, including the detailing of temporary staff.

I understand that our staffs have had some preliminary discussions on this matter. However, I would like to discuss with you the BIA's plans for immediate and long-term child protection at Wahpeton. Please let me know as well how I might assist in ensuring that all Indian boarding school students have a safe environment in which to learn and grow. Thank you for your cooperation and urgent attention to my requests.

Sincerely,

Byron L. Dorgan
Member of Congress

BLD:dn
Encl.
cc: Gov. George Sinner
Chairman George Miller

RECEIVED
APR 20 1988
PRINCIPAL
CHEMAWA INDIAN SCHOOL

INDIAN ADOLESCENT MENTAL HEALTH SCREENING PROJECT

CHEMAWA INDIAN BOARDING SCHOOL

SUBMITTED BY

Norman Dinges, Ph.D.
Sandra Joos, Ph.D.
Greg Clarke, Ph.D.

Project RA: Quang Duong-Tran

Final Report to the Mental Health Program
Portland Area Indian Health Service
Contract # 248-86-0079

Psychiatry Department
Oregon Health Sciences University
3181 S.W. Sam Jackson Park Road
Portland, Oregon 97207
October, 1987

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EXECUTIVE SUMMARY:
INDIAN ADOLSECENT SCREENING PROJECT
CHEMAWA INDIAN BOARDING SCHOOL

The following summary condenses the more detailed report below of a project to develop, administer and validate a mental health screening measure for American Indian adolescents.

After developing and pre-testing a general mental health screening measure, a schoolwide survey of 250 students was conducted in April of 1987 at the Chemawa Indian Boarding School, Salem, Oregon. Approximately 230 valid surveys were returned for a response rate of 92% of the available students. All students who responded to the screening survey were also interviewed individually with the National Institute of Mental Health-Diagnostic Interview Schedule for Children.

The screening measure consisted of major categories of diagnostic concern (e.g. depression, suicide, drinking and drug abuse) for American Indian adolescent populations. Additional information regarding stressful life events, social support and other potential psychosocial correlates were included as a means of enhancing the interpretation of screening results. The following are the key results of the screening effort:

1. Approximately 62% of the students exceeded the Depression screening threshold of 16 or greater total score on the Center for Epidemiological Studies Depression Scale (CES-D). This is roughly double the incidence for non-Indian adolescent populations. Sex but not age was significantly related to scores, with more females having total scores of 16 or greater.

2. Approximately 73% of the students exceeded the Drinking threshold screening score composed of questions relating to frequency, pattern, amount and severity of drinking behaviors. Neither age nor sex were significantly related to the Drinking screening index.

3. Approximately 42% of the students exceeded the Drug threshold screening score composed of questions relating to frequency, pattern, amount and severity of drug use behaviors. Neither age nor sex were significantly related to the Drug screening index.

4. Approximately 32% of the students reported thoughts about suicide that would be considered clinically significant. The majority of such responses did not indicate an intention to act out the suicidal thoughts, but a smaller number of students did express serious suicidal intent. Sex, but not age, was significantly related to suicidal thoughts with females expressing more thoughts without intent to act on them while males expressed more serious suicidal thoughts with intent to act them out.

5. Approximately 18% of the students reported past suicide attempts. Both age and sex were significantly related to reported suicide attempts. Students aged 16 and older reported more attempts than those 15 and younger, and females reported more attempts than males.

6. The Depression, Suicide, Drinking and Drug screening indices were all significantly related to the corresponding diagnostic status of students as determined by the individual NIMH-Diagnostic Interview Schedules. These results support the usefulness of the screening measures in identifying those students who are currently experiencing or maybe at-risk for psychiatric disorder or serious psychological dysfunction.

7. The results of the individual interviews indicated that diagnoses of Depression, Suicidal Thoughts, and Suicide Attempt were significantly related to one another but not to diagnoses of Drug and Alcohol Abuse or Dependence. Diagnoses of Drug and Alcohol Abuse or Dependence were significantly related to each another.

8. When combined with specific screening indices, psychosocial variables also added significantly to predicting whether students were in a diagnosed or non-diagnosed group for each of the respective diagnostic categories.

9. The screening population in this project represents a very high-risk group of American Indian adolescents that is characterized by a high prevalence of psychiatric disorders and serious psychological dysfunctions. The majority of these problems appear to be currently undiagnosed and untreated.

10. The diversity of distinct and overlapping problems found in the screening population will require different treatment approaches and treatment modalities. Significant levels of clinical depression were diagnosed among students who were neither abusing nor dependent on drugs or alcohol. By contrast, significant levels of drug and alcohol abuse or dependence were diagnosed among students who were not clinically depressed. Smaller numbers of students had combined diagnoses of depression and drug abuse or dependence.

RECOMMENDATIONS:

The current screening effort, the first of its type and scope in the history of the Indian Health Service, has made major progress in constructing a valid mental health screening measure for at-risk Indian adolescents. Based on these outcomes, several recommendations are made, as follows:

1. Mental health screening efforts should be continued at Chemawa Indian Boarding School and expanded to include other off-reservation boarding schools, contract schools and public schools serving large enrollments of Indian students. These efforts will provide the opportunity to both refine and cross-validate the current screening measure and to increase its value in establishing mental health service needs and the resources required to meet these needs among Indian adolescents.

2. Treatment programs for Indian adolescents experiencing clinical depression and associated problems are severely limited and grossly inadequate. Substantial additional resources are required to address this problem. Immediate attention is required to provide culturally relevant, age-appropriate and demonstrably effective treatment interventions for clinical depression among Indian adolescents. Evidence from studies of non-Indian populations indicates that the long-term health consequences of untreated depression are more severe and potentially chronic psychiatric disorders, as well as a variety of associated mental health problems which impact seriously on families and communities. Similar outcomes can reasonably be predicted for untreated depression among Indian adolescents.

3. Preventive efforts are required to bring about an overall reduction in the prevalence of depression, drug and alcohol abuse or dependence among Indian adolescents. Substantial resources are currently and appropriately being focused on preventing drug and alcohol problems in this population. Similar amounts of resources are needed to develop and demonstrate the preventive potential of mental health interventions for clinical depression and associated problems among Indian adolescents.

AN ALTERNATIVE INDIAN BOARDING SCHOOL (PROVIDING A THERAPEUTIC LIVING ENVIRONMENT WITH ENRICHED EDUCATIONAL, INTRAPERSONAL, AND SOCIAL LEARNING OPPORTUNITIES)

An Initial Concept Paper Prepared by:

Indian Health Service, Office of Mental Health Programs,
July 16, 1980

INTRODUCTION

During the House Appropriations Subcommittee hearings on March 19, 1980, Congressman Sidney Yates, Chairman, made inquiry of Drs. Emery Johnson and Joe Exendine, Indian Health Service, regarding the mental health care and treatment of students within the BIA boarding school system. This dialog, contained in approximately 143 transcribed lines, contained several major questions and observations which required additional exploration and discussion. Congressman Yates asked Dr. Johnson to consider the issues raised and report back to him as soon as possible.

This concept paper represents the initial IHS response to the Congressman's interest and questions. It also provides the vehicle for Drs. Johnson and Exendine and other IHS professionals to set down some brief but important ideas regarding how the Federal Government might better address the well documented needs of the boarding school population. The major emphasis of this paper, however, will be a special group within the broader population, namely those socially/psychologically/educationally dysfunctional students who are attempting to make their way through residential educational systems currently in operation.

In exploring the issues raised in the referenced hearings, we have consulted with a select group of psychiatrists, psychologists, pediatricians, social workers, professional educators and others within governmental, university and private sectors. Opinions of students in various surveys, as well as program experience and clinical impressions, have also been built into our response. This paper, obviously, is neither comprehensive nor exhaustive but briefly presents workable ideas which can be further developed and programmed when the "go ahead" is given. We have assumed that a need exists for it has been well documented across many years by many different agencies and researchers. The general format we will follow is to initially (1) present a schematic which reveals the current location of school-age Indian children and suggests ways for more effecyive and appropriate intervention and (2) share the brief philosophy of child and school mental health which undergirds our plan. We will then respond specifically to the following questions and issues raised at the March 19, 1980, hearings:

I. Which children/youth are in need of what types of services?

II. What kind of school is needed for these special children?

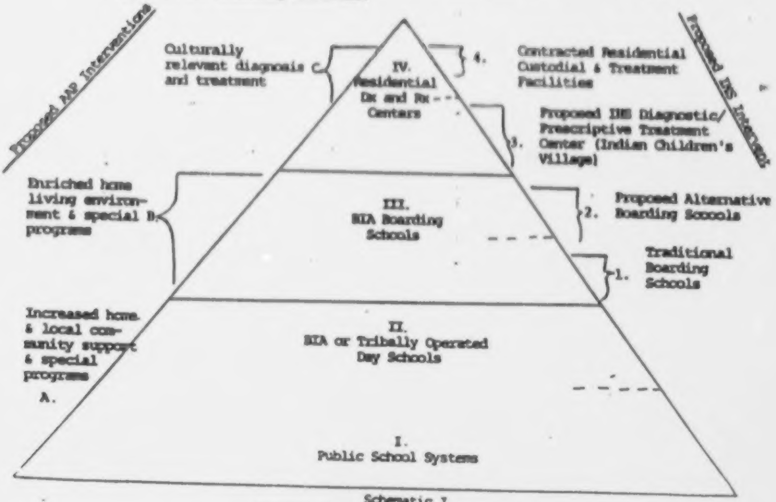
III. What kind of a facility is needed?

IV. Where could this school be located?

V. What will the program cost? Where are possible sources of funds?

School Age Indian Children

The American Academy of Pediatrics (AAP) in its 1980 study and report of the health status and needs of Indian children in selected BIA boarding schools, suggests a four-level pyramid model for supporting normal development in Indian Children (I-IV). We have diagrammed, modified, and expanded this model to produce the following schematic:


Proposed AAP Interventions
Proposed IHS Interventions
Culturally relevant diagnosis and treatment C.
IV. Residential Dx and Rx Centers
4. Contracted Residential Custodial & Treatment Facilities
3. Proposed IHS Diagnostic/ Prescriptive Treatment Center (Indian Children's Village)
Enriched home living environment & special B. programs
III. BIA Boarding Schools
2. Proposed Alternative Boarding Scoools
1. Traditional Boarding Schools
Increased home & local community support & special programs A.
II. BIA or Tribally Operated Day Schools
I. Public School Systems

Schematic I
Current Educational Settings for Indian
Children and Youth (K-12)
with Proposed Interventions

Sections of this paper which follow will explain this model but will particularly focus on "2" the Alternative Boarding School.[1]

Brief Philosophy of Indian Child and School Mental Health

1. The ideal for every child is to be at home with loving parents. Where this is not possible we believe it is generally in the best interest of the child to remain on reservations in foster or Tribal group home placement and attend local schools. We feel that Tribal group homes should be developed as preferable alternatives to away-from-home boarding schools.

2. If Indian children attending boarding schools are to enjoy a life environment approximating "normal" there must be a separation of education and home living functions. Such a separation allows surrogate parents to fulfill an advocacy and supportive role while permitting children the necessary refuge from the structure and regimentation of school. Where the BIA provides education in boarding schools, we strongly believe that the Tribes, other agencies, or special contractors should provide the supportive home living environment. When no other entity can be found to provide this need, the BIA may be forced to assume this role. In any case, we feel that the school superintendent or principal should have no administrative control over the home living facility (just as with parents). As with normal families, educators should be made accountable and responsible to parents (or surrogates) not vis a vis.[2]

3. No matter what the plan or design for boarding school or residential treatment facilities, the key ingredients to a therapeutic living community are the attitudes of administration and staff. When personnel are positively motivated, concerned and eager to do what is best for the child, training can focus those energies to improve almost any child's status. Without this motivation and concern, however, no amount of training will lead to attitudes and environment which foster positive child development. While we advocate for significantly better facilities, equipment, and other resources in education and home living, the greatest need is for a cadre of care givers who radiate self-respect and genuine respect for children.

SPECIFIC ISSUES AND QUESTIONS

I. Which children/youth are in need of what types of services?

1/ Appendix I contains a second schematic which further illustrates the relationships of items 1-4 as well as the current Indian Children's Program.

2/ This separation is required of surrogate parents in the final regulation for "Education of Handicapped Children" to avoid conflict of interest (Subpart E-Procedural Safeguards), 121a.514 Surrogate Parents (see Appendix II).

> "Dr. Johnson. Mr. Chairman, if we are going to have boarding schools, it seems to me it has to be very carefully defined what is to take place in them. In order to do that, you have to define what type of children are going there and what types of professional support are required to give them an adequate education . . . and it is not just teachers and it is not just matrons.
>
> As I have looked at this, and my experience goes back a long way with boarding schools—much of what we do in our school health centers is really dealing with not the physical needs of children, but the emotional needs."
>
> Hearings Transcript, Lines 1189-1199

Based on the pyramid model, we will briefly consider the broad spectrum of student and program needs indicated (alphabetic and numerical notations refer to Schematic I).

A. Children who stay within the home community and attend public, BIA, or mission schools (I and II). "Local community prophylatic and treatment programs should be the emphasis for the approximately 225,000 children in the first two levels of this pyramid. The establishment of this system will require the integration and support of existing local programs with the development of new programs. Such an approach is of great long term importance but will require extensive planning, legislation, and funding over a period of several years.[3]

Over the past several years there has been a consistent decline in off-reservation boarding school enrollment. With a concomitant increase in Indian children of school age, this suggests that more children are attending school at home. Tribal leaders have frequently expressed their preference for local school attendance. Some tribes have developed Tribal group homes to allow children from disrupted families to stay on reservations and attend local schools. Although many of these students must travel daily long distances by bus and are often victimized by discrimination in off-reservation day schools, the benefits of "coming home" after a day away at school outweigh the liabilities. Programs designed to assist Indian students succeed in local schools and to reinforce parental involvement in the educated process are needed. As recommended by the AAP, these needs should be studied and enrichment programs instituted if long term benefits are to be derived.

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[3] American Academy of Pediatrics (AAP), Executive Summary Report, A Survey of the Health Status and Health Needs of Native American Children Attending Four Boarding Schools, 1980 (Appendix III).

B. Children who attend BIA and Tribal boarding schools (III). The AAP 1980 report, while supporting the desirability of local schooling and living at home as the goal for most Indian children and youth, recognizes unique needs which mandate the existence of boarding schools where approximately 15,000 students are in attendance. A great deal has been written for many years regarding problems associated with BIA boarding schools but the essential fact remains that there continues to be a place for several of them to accommodate the needs of many students who have no other viable option to home living and a formal education.

The primary purpose and mission of BIA boarding schools remains to provide a sound basic education. The current BIA practice still ignores the prepotent need for supportive surrogate parenting and home living. Adequate resources have never been allocated to create an after-school-hours family-like support system. We have recently come to recognize that the BIA may be in a very untenable position in respect to their dual roles in boarding schools. Although the language of the PL 94-142 Regulations applies to more formally structural "surrogate" parents, it seems to suggest that the BIA may be in conflict of interest by unitary administration of both education and home living functions in any school. (See Appendix II).

The IHS experience at several schools, as well as recent BIA PL 94-142 diagnostic screening, reveals that a range of 35-55% of students currently enrolled in boarding schools may be classified as "handicapped" in one or multiple areas. It has been estimated that a majority of all off-reservation boarding school students are "social" placements and not enrolled principally to obtain an education. In light of this, it is important to distinguish between at least two classifications of boarding school students: (1) adjusting-academically adequate persons and (2) maladjusting academically deficient persons.

1. The adjusting-academically adequate student. There have been numerous indications that among students in this category entering BIA boarding schools, many are discouraged and actually harmed by a system which does not build on their strengths. Understaffed and negligent home living programs, inadequate counseling services, negative peer pressure, inferior educational programs, etc., too often contribute to reduced self-esteem and frustrated life goals. Thus, there continues to be a great need to improve not simply the educational programs, but also the home living and supportive services in every boarding school. Recent BIA cut backs in social service and counseling programs are contraindicated by all of the evidence at hand. The AAP suggests that an increase in quality and quantity of residence hall staffing, to provide at least one duty individual for every 10 students during the day and evening hours and one mental health professional for every 10 residence hall staff persons, would produce a major change in the behavior and performance of all boarding school students. They report "previous work . . . indicates that the most effective way to impact on the lives of the boarding school

student is to provide an adult support system for students living in a small group environment approximating a large family unit."[4]

As previously stated, we recommend that the home living function of all BIA boarding schools be removed from the management of school administrators. The AAP further recommends that residence hall staff need to be better trained and upgraded, that mental health programs need to be an integrated part of the entire school system, and that the BIA furloughing policy for the majority of residence staff needs to be abolished in the interest of better retention and training of these important workers (see Appendix II).

2. The maladjusting-academically inadequate student. There are a number of ways in which this category of students may be described. In the State of Kansas System for classification of "levels of care", similar to many other states, we are speaking here of a range of students who might span levels III-IV in respect to social-behavioral problems (see Appendix IV). Most of these students may be certified as eligible for PL 94-142 assistance.[5] These are the socially, psychologically, educationally, or physically dysfunctional children who bounce from placement to placement and often end up as drop outs, chemical abusers, unemployable and sometimes as suicides. Unfortunately, these large numbers of youth (approximately 35-55% in high school boarding schools) show up on campus and are usually treated as any other student. It is on this special population this concept paper will focus and for whom we recommend the "alternative boarding school" model which provides a therapeutic living community.

C. Severely impaired children who need definitive diagnosis and effective treatment (IV).

The FY 78 "Child Find Study" conducted by the IHS, after a search of medical records, revealed as many as 30,000 children and youth (ages birth-21) suffer from major handicapping disorders. The current Indian Children's Program and Joint BIA-IHS Child Study Project are focusing on this population on a limited geographic basis due to monetary and staffing restrictions. Some of these children are hidden within home communities, many are receiving limited treatment, some are being inappropriately diagnosed and treated, and a few are receiving adequate care. The IHS has proposed the Indian Children's Village as a short term diagnostic-prescriptive center to deal with this population. Once a full evaluation is made of each child and a definitive treatment and follow-up plan implemented, many of these children could return home and to local

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4/ AAP 1980 Report, op. cit.

5/ Such as mentally retarded, orthopedically impaired, other health impairments, seriously emotionally disturbed, specific learning disability, speech impaired, visually impaired, etc.

schools or enroll in boarding schools. Some of these children will, of necessity, require long term treatment or custodial care in State or contract facilities. At present through the Indian Children's Program, the efforts of Tribal, BIA, State, and IHS personnel and facilities in many communities, the NIMH Most in Need (MIN) project and contracts with medical schools and residential treatment centers, we are minimally addressing the needs of these youth and children. There is need for improved and expended interagency cooperative efforts, better coordination of existing services, and expanded resources to adequately attack the problems presented by children and youth at this extreme. Documents describing an Indian residential diagnostic/prescriptive/treatment program have been prepared by the Indian Children's Program and the Native American Research Associates.

II. What kind of school is needed for these special children?

"Mr. Yates: Do you have an idea of the kind of school you went?
Dr. Johnson: Yes."
Hearings Transcript, Lines 1123-1125

"Mr. Yates. Let's see where we go on this. The important thing is to take care of the kids."
Hearings Transcript, Lines 1152-1153

"Mr. Yates. Are you in the business of taking care of exceptional kids?

"Dr. Johnson. That is the point. Somebody needs to take a very careful look at boarding schools in general because our experience in a couple of places now where we have made some fairly careful studies suggests that the boarding school is in fact a repository of exceptional children."
Hearings Transcript, Lines 1157-1163

The first issue presented an overview of a pyramid model useful in describing the educational-treatment continuum in which Indian children and youth are placed. This section will more closely examine "alternative boarding schools" for that special segment of "maladjusting and academically inadequate" students represented by "2" in the pyramid schematic. Most students included in this category will be certified in terms of PL 94-142 diagnostic nomenclature. As stated before, estimates range from 35-55% of all students currently enrolled in off-reservation BIA boarding high schools fall into this category. We suggest the establishment of an initial model alternative boarding school with other units as needed to be subsequently developed after gaining two years of experience.

The Alternative Boarding School - A Conceptual Difference

Contrary to a regular boarding school, the alternative boarding school is therapeutic and supportive in nature. Good mental health practice must have an all pervasive influence in home living, health services, and educational programs. In many respects the most important staff persons are the surrogate parents who must be highly motivated and well trained in the basic mental concepts involved in home living. The educational programs (including special education) will be separately administered but will be required to be supportive and responsive to the health care and home living functions. Home living and health care functions will be jointly administered with the Director of Home Living having the highest administrative position.

Schematic II will help visualize the difference we see between (1) a regular boarding school, (2) an alternative (therapeutic) boarding school, and (3) a residential treatment facility (such as the Indian Children's Village).

(See schematic II, Structural Relationships of Primary Components in Three Residential Centers for Indian Children/Youth on page 9)

Elements needed in an initial alternative boarding school. The following characteristics describe basic elements in the educational and home living aspects of this model.

1. The initial alternative boarding school should be designed for approximately 100 students.

2. In the interest of earlier intervention, priority should be given to the middle school years for the first unit (Grades 7-9).

3. Alternative boarding schools should utilize locally available BIA, IHS, and other supplementary resources when they are appropriate to the need.

4. The initial school should be designed as prototypic with potential for replicability and possible expansion.

5. The school must have available to it all essential professional services needed to properly address the needs of students. Where it is not feasible to have specialists on staff, contract resources must be easily accessed. Essential professional services include education, medical, dental, psychological, home living, rehabilitative, recreational, etc.

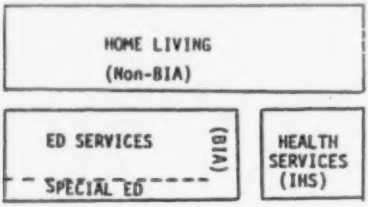
6. A formal education per se is not the primary mission of the alternative boarding school. The prepotent need is to develop self reliant, adjusting, responsible, adequately functioning persons who can benefit from the educational process. In light of this, primary program emphasis will be placed on a helping community where home living, classroom, and extra-curricular activities all provide a supportive and loving environment in which individual positive growth and life skills learning will occur. Although structure will be necessary, appropriate loving guidance and support will be the key program goal. Every effort will be made to help meet students' growing needs for independence and their increasing requirement of self control.

7. Appropriate and good quality education must be available to students in the alternative boarding school. It must be accessible to students, whatever their level of achievement and rate of progress. An effective special education component is essential.

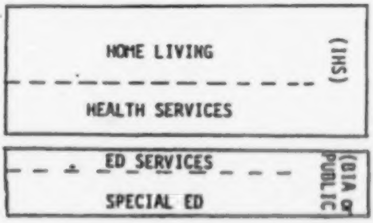
SCHEMATIC II

Structural Relationships of Primary Components
In Three Residential Centers for
Indian Children/Youth
(Showing Agency with Primary Responsibility)

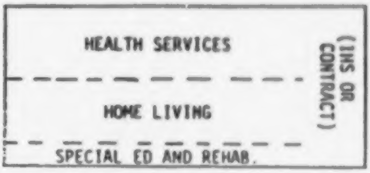
1. Redesigned Boarding School



2. Alternative Boarding School (Therapuetic Living Community)



3. Residential Diagnostic and Treatment Center (Intensive Care)



8. There should be administrative separation of the educational and home living functions within the alternative boarding school. The relationship should be structured as honestly as possible to emulate that existing within "normal" home-school interdependence. (This is a new concept which will be difficult to implement but must be done). Health Services, especially mental health, will be administratively tied to the home living component but in such a manner to assure the relative autonomy and integrity of the home living mileau.

9. All staff members should be carefully screened and only those persons with demonstrated competence and commitment to this type of work shall be selected. Core staff will be full time employees so that the school can be operational 12 months each year.

10. In order to provide strong role models, Indian staff will be actively recruited. Indian staff and students will be encouraged to communicate in native languages whenever it is deemed useful. Every effort will be made to have at least one staff member who can speak in every child's native language.

11. All staff members, no matter what their function, shall receive ongoing training in interdisciplinary treatment. A program of ongoing employee evaluation and incentives must assure perpetuation of a vibrant and effective staff working cooperatively together at all levels.

12. The school will sincerely encourage the maintenance, understanding, respect and enhancement of Indian cultural values as essential parts of the student's identity and strength.

13. The school will maintain close liaison with the home families and communities of students through systematic and responsive outreach and input programs. Families will be encouraged to participate in school activities with their children from time to time. The school will assist parents in arranging periodic visits. There should be lodging facilities on campus for parents.

14. A complete psycho-educational evaluation will be done on behalf of each student with culture fair instruments (such as the System of Multicultural Pluralistic Assessment). Individual Educational Plans (IEPs) and Individual Behavioral Plans (IBP) will be developed with each student. Educational aspects of the program should include the best programmed instructional materials and equipment possible. Progress will be regularly monitored with continuous feedback to students.

15. As students (and families together, where possible) develop sufficient remediation and strengths, they will be supported toward reintegration into regular school systems, family and community life.

16. Educational enrichment programs, ongoing therapy, supportive employment, and home living programs will be available on campus the year round

Optional designs for an initial alternative boarding school. The following options can accommodate the "kind of school" we recommend. Each option would seed to incorporate the twenty-four elements listed above. An approximation of annualized budget requirements, exclusive of construction/remodeling and basic education costs, is included for 100 students. In each case these designs may utilize cottage clusters of existing vacant dorms which have been redesigned. A more detailed break out of costs and kinds of staff is included in Appendix V.

1. Self Contained Unit (CSU)- Several dormitory schools presently exist within the BIA and provide an example of this design. This Alternative Boarding School, of course, would be designated for special students and have unusual resources. In this model, students "live" within the facility and program provided and simply attend public school nearby. There would be a physical separation of school and home life, the latter seeking to emulate a supportive and enriched home living environment. All routine educational needs, sports, etc., would be provided by a separate public, BIA, or private school system sympathetic and committed to the unique needs of these special students. An ideal situation might be for the school to be a university demonstration school. The Home Living Program would provide meals twice a day and on weekends and holidays, transportation, tutoring, health care, recreational activities, psychological services, as well as all custodial and maintenance services. Close liaison would be necessary between surrogate parents/program staff and school teachers, administrators, etc. Though compared to as a "dormitory school," this model ideally requires cottage cluster living. This model minimizes isolation, clearly defines the program mission, and utilizes the educational and social advantages often provided by larger public schools. Its success would be greatly dependent, however, on the good faith and performance of the host school. Self contained units could be located on the sites of vacated BIA boarding schools if educational services can be purchased in adjacent communities. Schematic III gives a cost-staffing estimate for operations. Our preference is for this model.

2. Satellite Home Living Unit (SHLU). This model calls for the Alternative Boarding School to be housed on the campus of an under utilized existing BIA campus. BIA educational staff and facilities would be useful and the BIA would provide dietary, maintenance, transportation, and other support functions. In many respects this design is very similar to a model dormitory program. Advantages include intensive student involvement with a more normal Indian student population while receiving enriched and supportive after-school-hour activities. It runs the risk, however, of difficulties in integration between two student populations, two missions, and two administrations located on the same campus. This model is obviously less expensive than the first but when the support costs of the BIA are included, they may balance out.

Schematic III

Matrix of ABS Designs with Staff and Cost

(Education Costs not Included)

	Cottages*	Dormitory
Satellite Home living (SHLU)	1 39 $1,012,000	2 38 $ 880,000
Self Contained Unit (CSU)	3 60 $1,467,000	4 59 $,1,335,000

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*In the cottage design, staff units are used to describe surrogate parent/parents since it is not known whether single persons or couples will be recruited. Sixteen cottages are calculated for a six student per cottage ratio. (Thirteen homes are required for an eight-student capacity).

III. What Kind of Facility is needed?

"Mr. Yates. . . . couldn't you use schools that have dormitories so you don't have to build a school?

Dr. Johnson. Mr. Chairman, you would have to make some changes in them. Obviously a dormitory is not a family setting.

Mr. Yates. Maybe there are cottages."

Hearings, Lines 1086-1091

Mr. Yates. . . . If it saves money, that is fine, but the most important thing to remember is the kids are the ones who have to be taken care of and the facility has to be adequate for that purpose—not only adequate but desirable for that purpose."

Hearings, Lines 1128-1131

Mr. Yates. . . . You know what we are trying to get. We are trying to get a facility which is better than what you have now."

Hearings, Lines 1144-1145

At this stage we will not attempt to describe the physical facility needs of the educational components of this school since these facilities will be provided by either the BIA, a public, or private school system. Suffice it to say that very adequate facilities and equipment are needed with built in provision for physically handicapped children.

In the interest of providing a supportive home living environment, we do make a strong recommendation that these facilities be cottages to accommodate no more than 6-8 students per unit. At present the HHS-HUD Indian Small Group Homes Project calls for similar units at a cost not to exceed $275,000 each. For 100 students, thirteen to sixteen such units are needed. Existing dormitories could be modified for the initial alternative boarding school but this is clearly less desirable than a cluster of cottages. With congressional support we feel that it might be possible to actually obtain construction monies out of the existing HHS-HUD plan and resources so that cottages could be quickly designed and built on the site selected.

Ideally facilities would be located on sufficient land to allow spacious accommodation of outdoor activities and recreation. Several such locations presently exist which lend themselves to this type of program. It must also be remembered that certain rooms will need to be available for visiting parents. Space to house the clinical and rehabilitative staff must be adequate to support their therapeutic function. Special equipment for working with certain types of handicaps must be available.

IV. Where could this school be located?

> "Mr. Yates. Does the BIA have any kind of reasonably good school in existence which has lost its population either to the public schools or for other reasons where you can start such a school? Do you know whether there is such a place? I remember some of the boarding schools have lost their populations. Couldn't you use schools that have dormitories so you don't have to build a school?"
>
> Hearings, Lines 1081-1087

> "Mr. Yates. You know what we are trying to get. We are trying to get a facility which is much better than what you have now. You will report back to us on Seneca and what else? How far is Chilocco from Seneca? . . . . Take a look at both of them."
>
> Hearings, Lines 1144-1150

On July 16, 1980, the Office of Mental Health Programs contacted Dr. Noah Allen, Chief, Division of Elementary and Secondary Education of the Bureau of Indian Affairs. Dr. Allen was briefed on Congressman Yates' request for information and was asked the following questions in regards to possible site/program placement:

1. Are there any Bureau dormitories/boarding schools that are being closed that could be used as alternative boarding schools?

2. Are there at present any Bureau dormitories/boarding schools that have sufficient space available to accommodate a program of this nature due to loss of student population?

3. Do you feel the Bureau would support the alternative boarding school concept and would participate once a site and program is approved?

Dr. Allen indicated that not only did he support such a project but would help in any way he could as there were many students already identified that were in need of a therapeutic program at this time.

Dr. Allen stated that of the schools being closed he was of the opinion that Fort Sill Indian School (Oklahoma) would seem to provide the best possible site in the midwest and that Stewart (Nevada) would be best in the west. Both schools have definite advantages for an alternative boarding school. He further stated that Theodore Roosevelt School at White River and Seneca should be considered as well.

In our discussions, Dr. Allen indicated that he felt a program of this nature should be self contained. He did not feel the program should be placed in an existing school with a typical education program but that students placed in an alternative boarding school should go to a public school. (Dr. Allen's telefaxed reply is contained in Appendix VI).

V. What will the program cost? Where are possible sources of funds?

"Mr. Yates. If it saves money, that is fine, but the most important thing to remember is the kids are the ones who have to be taken care of and the facility has to be adequate for that purpose—not only adequate but desirable for that purpose."
Hearings, Lines 1127-1131

The principal focus of this section is to superficially identify several sources of possible linkages which could help defray the total cost associated with all aspects of the alternative boarding school. Only a brief statement regarding program costs will be made at this point.

Program Costs. Not knowing precisely where the facility is to be located, we have not studied the cost of facility construction/renovation except to suggest a maximum cost of cottage units based on the current HHS-HUD Indian Small Group Housing Project. Since these units will be similar and will be built in a cluster, there should be significant savings on architectural, engineering, and construction costs. Also we have not included initial equipment and supply costs which will vary depending on the design implemented. These start up costs can be calculated in a more formal proposal later. Finally we have not included any costs for educational services since we recognize that the BIA is in the best position to determine these and will be providing for them. We have, however, earlier provided gross estimates of costs associated with the home living and therapeutic health care support functions.

It should be clearly stated that this program will be costly but, if the "kids" are really helped, in the long run it should be cost effective. The earlier in life we catch and correct problems, the less the ultimate cost.

Possible Sources of Funds. Once the alternative boarding schools is established, there are a number of places where operational funds may be obtained within existing authorities and appropriations. Our cursory investigation revealed the following:

1. BIA formula funding provides an excellent foundation of support. Currently the basic allowance for day school education is $1,844.00 per student per semester with a .5 factor for residential programs ($922.00).[6/] Other additive factors for certified special students include 1.0 each for the mentally retarded, specific learning disabled, emotionally disturbed, etc. Severely emotionally disturbed, severely multi-handicapped, and other major handicapping disorders are assigned a weight of 3.0. Part time students are reduced to .5 of their regular allowance. Based on these allowances, the following two semester revenues emerge for each of the following classifications:

Regular Residential Students	$ 4,610.00
Single Factor Handicaps	8,298.00
3.0 Factor Handicaps	15,674.00

For those students involved in a 12-month program an additional increment no doubt could be added. It is our opinion that almost all students in the alternative boarding school would qualify for at least one additive factor and many would be certified multiply handicapped.

In addition to these basic formula and factor allowances, the BIA also has access to special discretionary funds. It is our understanding that up until now the BIA has not been able to plan for or spend its authorized PL 94-142 funds much less call upon PL 94-142 potential discretionary funding.

2. We have already mentioned HUD as a possible source of funding for construction of cottage clusters.

3. The IHS is programmed to provide basic medical and dental services to these students through direct or contracted services. Additional funding, however, will be required to provide the extraordinary mental health and home living services called for. Depending on the location selected, it could be that some general medical staff would also have to be added to the clinic or local service unit facility in order to provide the services required.

[6/] Based on our review of the Stewart Indian School Allotment Calculation Form.

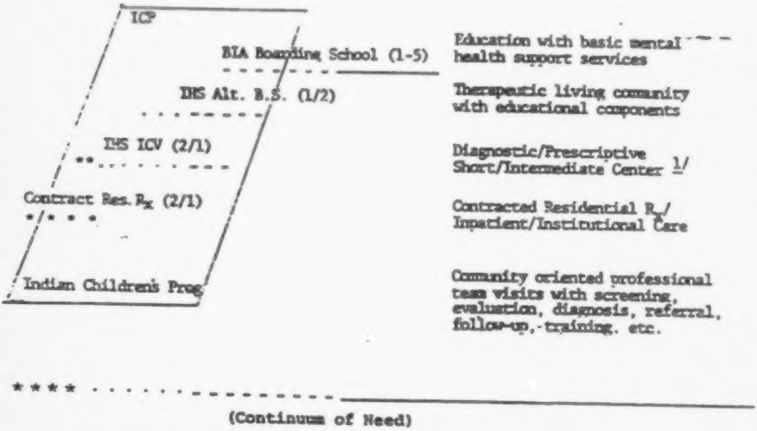
RECOMMENDATIONS

Based on our research and findings to date in respect to Alternative Boarding Schools, we recommend the following:

1. That strong consideration be given to exploring the idea of separating home living and educational functions administratively at the local level.
2. That the idea of therapeutic alternative boarding schools as described in this paper be vigorously pursued and implemented. ✓
3. That the D.H.U.D. be contacted to determine the feasibility of their funding construction of cottage clusters for alternative boarding schools. ✓
4. That the IHS assign appropriate staff to continue working on this project. ✓
5. That meetings be held jointly with the BIA to further develop this concept (We did not meet with the BIA in this initial formulation since Congressman Yates indicated he wanted information separately from both the IHS and the BIA. We did consult with them in respect to possible locations and found them open to discussion and quite supportive of the concept).
6. That all sources of possible funding be explored in the interest of financing program operations out of existing authorizations and appropriations.

Appendix I

Conceptual Schematic of Special Mental Health Program/ Boarding School Service Population Parameters


ICP
BIA Boarding School (1-5)
IHS Alt. B.S. (1/2)
IHS ICV (2/1)
Contract Res. Rx (2/1)
Indian Children's Prog
Education with basic mental health support services
Therapeutic living community with educational components
Diagnostic/Prescriptive Short/Intermediate Center 1/
Contracted Residential Rx/ Inpatient/Institutional Care
Community oriented professional team visits with screening, evaluation, diagnosis, referral, follow-up, training, etc.
(Continuum of Need)

( )	Approximate staff to student/patient ratio
______	Normal population enrolled in boarding schools
- - - - -	Socially/psychologically/physically dysfunctional population enrolling in boarding schools or on reservation
. . . . .	Moderate to severely dysfunctional youth/children
* * * * *	Severe chronic and acute youth requiring intermediate to long term institutional care and treatment
1/	Diagnostic services are contracted until ICV is authorized/established

APPENDIX II

Education of Handicapped Children

(Implementation of Part B of the Education of the Handicapped Act)

Federal Register

Vol. 42, No. 163—Tuesday, August 23, 1977
Part II

Part 121a—Assistance to States for education of handicapped children; Subpart E - Procedural Safeguards; 514 - Surrogate Parents.

§ 121a.514 Surrogate parents.

(a) General. Each public agency shall insure that the rights of a child are protected when:

(1) No parent (as defined in § 121a.10) can be identified;

(2) The public agency, after reasonable efforts, cannot discover the whereabouts of a parent; or

(3) The child is a ward of the State under the laws of that State.

(b) Duty of public agency. The duty of a public agency under paragraph (a) of this section includes the assignment of an individual to act as a surrogate for the parents. This must include a method (1) for determining whether a child needs a surrogate parent, and (2) for assigning a surrogate parent to the child.

(c) Criteria for selection of surrogates.

(1) The public agency may select a surrogate parent in any way permitted under State law.

(2) Public agencies shall insure that a person selected as a surrogate:

(i) Has no interest that conflicts with the interest of the child he or she represents; and

(ii) Has knowledge and skills that insure adequate representation of the child.

(d) Non-employee requirement: compensation.

(1) A person assigned as a surrogate may not be an employee of a public agency which is involved in the education or care of the child.

(2) A person who otherwise qualifies to be a surrogate parent under paragraph (c) and (d)(1) of this section, is not an employee of the agency solely because he or she is paid by the agency to serve as a surrogate parent.

(e) Responsibilities. The surrogate parent may represent the child in all matters relating to:

(1) The identification, evaluation, and educational placement of the child, and

(2) The provision of a free appropriate public education to the child.

(20 U.S.C. 1415(b)(1)(B).)

Appendix III

A Survey of the Health Status and Health Needs of Native American Children Attending Four Boarding Schools

EXECUTIVE SUMMARY

1. The Boarding School program serves an essential role at this time for the optimal development of many Indian children. While recognizing and supporting the desirability of local schooling and living at home as a goal for most children, current social, geographic, economic and psychologic problems found in most Indian communities mandate the support for and improvement in an appropriately staffed and organized boarding school system. Such a system can provide to appropriately selected children a) the child's basic needs of adequate nutrition, appropriate shelter and supporting adults, b) an opportunity to complete a K-12 education, c) the benefits of peer support, d) a broader understanding of the Indians culture and heritage and e) specialized programs otherwise not avilable i.e., vocational training, solo parent education, special education, mental health therapy and drug and alcohol abuse programs.

2. The Boarding School students' needs represent one aspect of a total program for child development but one that can be addressed with reasonable additional support of currently available skills and knowledge. A total developmental program for Indian children can be based on the concept of a four level pyramid. At the base are the large number of Indian children attending or able to attend the public school system. At the next higher level are the group of children who currently are in need of either BIA or tribally operated day schools. The third level consists of ten to fifteen thousand children who need a boarding school system because of their inability to attend public or other day schools for social, psychologic, geographic or economic reasons. A relatively small group of children constitute the fourth level - children who require a residential education program that has a major therapeutic emphasis. Local community prophylactic and treatment programs should be the emphasis for the approximately 225,000 children in the first two levels of this pyramid. The establishment of a system of local prophylaxis and treatment will require the integration and support of existing local programs with the development of new programs. Such an approach is of great long term importance but will require extensive planning, legislation and funding over a period of several years. The development of a residential education/treatment program will also be of value but will require considerable funding for a relatively small group of children. At this juncture the most cost effective program that can be started quickly is one that will bolster and expand the existing emotional support system in the boarding schools, i.e., the residential living arrangements, their personnel and related mental health personnel.

3. An increase in residence hall, child care staffing to provide at least one on duty individual for every 10 students during the day and evening hours and one mental health professional for every 10 residence hall, child care staff persons would produce a major change in the behavior and performance of the 10-15,000 boarding school students. Previous work in the boarding schools and other residential school experiences indicate that the most effective way to impact on the lives of the boarding student is to provide an adult support system for students living in a small group environment approximating that of a large family unit. This would require some funds to restructure existing dormitories so that there could be some

sense of small group living (approximately ten to twenty students per group) with one to two adult staff on duty during the time these students are in and around the residence halls. In this more personal arrangement, the staff would need additional in-service training and support. To accomplish this would require about one mental health professional for every ten residence hall staff. An associated aspect of this recommendation would be that the mental health program needs to be better integrated into the entire school program. The overall goal of the school should be the total development of the whole child. Such a goal requires extensive integration of the curricular program, the residence hall program and the mental health program so that all the school's staff can share in facing the emotional issues confronting the child and can together help meet the child's growing needs for independence and the child's increasing requirement for self-control.

4. The caliber of the training and experience of residence hall staff should be increased by upgrading their job description equivalent to the next higher civil service level. Attracting and retaining a high caliber of residence hall staff is essential to the process of improving the living environment of the boarding school students. This can be accomplished by requiring a somewhat higher level of training and experience than is currently the case. Then it will be possible to redefine the job of these individuals to broaden their support role for the student. ✓

5. Abolishing the furloughing policy for the majority of residence staff would permit the establishment of summer programs and provide a major opportunity for intensive in-service training and evaluation. Under the current system that requires furloughing almost all staff during the summer months, there is a high turnover of personnel, with the loss of individuals who have gained considerable experience. There is also an inability to use the facilities in the summer months and there is an absence of any period for concerted in-service training. ✓

6. Administrative changes to provide greater interaction between BIA and IHS staff within the schools are required if the previous proposals are to be maximally effective in creating improved student outcomes and stability within the school system. Personnel from two independent government agencies may often find individual ways to work together effectively but without appropriate administrative encouragement and support a long range, consistent, effective interaction is rarely sustained. The provision of more personnel can not by itself be relied upon to generate improved programs. Strong administrative action based on shared goals, objectives and methods is necessary for ultimate success. The basis for administrative decisions should be frequent, regular and open communication between the various groups comprising the total school staff. Whether the establishment of some form of a central joint administrative arrangement for operation of the boarding schools would serve an important and effective function remains to be ascertained.

7. Collection of pertinent information and internal and external evaluations should be essential features of the boarding school program. From such information it should be possible, for example, to estimate the need for, the programs of and the size of specialized residential education/treatment programs and/or facilities for children with severe degrees of maladjustment or mental illness. ✓ In addition the impact of changes in programs, the comparison of different programs and the progress of individual programs can be assessed for effectiveness, cost and efficiency.

NOTE: (Received from the American Academy of Pediatrics
Cover letter dated June 16, 1980)

APPENDIX IV
LEVEL OF RESIDENTIAL CARE
(CERTAIN CLASSES OF CHILDREN AND YOUTH)

STATE OF KANSAS

BACKGROUND

The Kansas Department of Social and Rehabilitation Services recognizes the need for residential service resources for Kansas children and youth. These youth may be dependent and neglected, status offenders, miscreant or delinquent youth placed in custody of SRS. Not all children need the same services, and some children are easier to manage than others. Levels of care is a classification and reimbursement system in which maximum payments are based on the type and number of services provided by a residential facility to meet the specified needs of the individual youth.

LEVEL III

Children in this group usually exhibit no "serious" problems other than those related to current stress and which reflect parental or caretaker inadequacy. These children and youth require a supportive living environment with direction and guidelines provided but for whom family foster care is not appropriate due to difficulty in sustaining relationships with parental figures.

LEVEL IV

Children and youth in this group display behavioral problems which may include difficulty with authority figures, repeated minor criminal offenses, difficulty in school, involvement with drugs and/or alcohol. These youth require a structured program with controlled activities and a moderate level of services being provided.

LEVEL V

Children and youth in this group frequently exhibit serious behavioral problems which are typically anti-social and aggressive. These acts may relate to peer pressures, other external pressures, or may be reflective of an emotional disturbance. They require a controlled environment with a high degree of supervision and intensive services and usually have failed in other less structured placements.

Appendix V

Alternative Boarding School Operational Costs and Staffing Estimates.

The following matrix of alternative Boarding School designs provides an overview of costs and staffing (exclusive of education):

	Cottages*	Dormitory
Satellite Home living (SHLU)	1 39 $1,012,000	2 38 $880,000
Self Contained Unit (CSU)	3 60 $1,467,000	4 59 $1,335,000

Program Costs

Option 1 (SHLU - Cottages)

Program located in cottage clusters on BIA campus. Administrative and clinical support housed in existing nearby buildings. Food services, maintenance, transportation, etc. provided by BIA.

Core Staff (salaries and support)	$ 390,000
House parents/alternates (Sal. & Support)	372,000
Operations	250,000
	$1,012,000

---

* In the cottage design, staff units are used to describe surrogate parent/parents since it is not known whether single persons or couples will be recruited. Sixteen cottages are calculated for a six student per cottage ratio (Thirteen homes are required for an eight student capacity).

Option 2 (SHLU - Dormitory)
Same as Option 1 except that program located in a remodeled existing BIA dormitory.

Core Staff (Salaries and Support)	$ 390,000
Child Care Staff (Salaries and Support)	288,000
Operations	202,000
	$ 880,000

Option 3 (CSU - Cottages)
Program located in newly constructed cottage clusters, with clinical support in central separate facility. Food services, maintenance, transportation, etc., provided by program itself.

Core Staff (Salaries and Support)	$ 390,000
House Parents (Salaries and Support)	372,000
Additional Staff required (Salaries and Support)	305,000
Operations	400,000
	$1,467,000

Option 4 (SCU - Dormitory)
Same as Option 3 except that home living is located in a remodeled unused BIA dormitory.

Core Staff (Salaries and Support)	$ 390,000
Child Care Staff	288,000
Additional Staff required (Salaries and Support)	305,000
Operations	352,000
	$1,335,000

ALTERNATIVE INDIAN BOARDING SCHOOLS

DRAFT

A Second Supplemental Concept Paper Prepared by:
Indian Health Service, Office of Mental Health Programs
In collaboration with the Acting Executive Director,
H.H.S. Intra-Departmental Council on Indian Affairs
October 22, 1980 - Revised October 30, 1980

INTRODUCTION

The following paper supplements the initial concept paper developed on July 16, 1980 and presents additional ideas based on reviews and comments received to date. Approximately 100 copies of the initial paper were circulated among a number of Indian, governmental, and other professional persons.[1] Generally the paper was well received.

The report of the Appropriations Interior Subcommittee of the House, dated 9/17/80 gave strong additional indication that the Congress is not at all pleased with progress being made within the B.I.A. System in respect to the education and treatment of P.L. 94-142 - eligible Indian children and youth.

> Last year the Committee expressed grave concern over the state of the Bureau's special education program. The Bureau receives $15,000,000 annually. $7,000,000 from this bill and $8,000,000 in passthrough money from the Bureau for the Education of the Handicapped (BEH) in the Department of Education. These passthrough funds, appropriated under the authority of Public Law 94-142, the Education of the Handicapped Act carry certain requirements which the BIA must meet including development of standards, program monitoring, evaluation of handicapped children, and corrective actions - individual education plans. It has come to the Committee's attention that the BIA is failing to comply with these requirements. Considering the strong language in last year's Committee report, and the consistent funding support initiated by Congress, BIA's inability to meet even these basic program mandates amounts to gross negligence.

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[1] Groups included the NIMH, BIA, OSE, ANA, IHS, as well as a number of interested educators, psychologists, psychiatrists, pediatricians, social workers, etc.

> To fill a serious gap in the provision of noneducational services, the Indian Health Service has developed a model dormitory program which was operated at the Stewart Boarding School in Nevada. This program provides evaluation of handicapped children and a wide variety of necessary services based on the degree of each child's handicap. IHS has developed a plan which has been favorably reviewed by BEH to expand this program to a number of BIA boarding schools. In light of BIA's failure to develop necessary programs, the Committee directs the Bureau to enter into an interagency agreement by which IHS will establish three model dorm programs with BEH passthrough funds provided by BIA. The Committee expects to be kept fully informed on the progress of this agreement and its implementation. In addition, the Committee will expect a full report by February 1, 1981, on how BIA has corrected the BEH compliance problems.[2]

The time has now come for us to take a second step in respect to designing a model which will optimally address the complex social, psychological, medical, and educational needs of the large number of high risk children currently enrolled in BIA boarding schools.

MAJOR IDEAS

Several major ideas have surfaced through critiques and discussions since the initial draft. These include the following:

1. there was agreement that a BIA administrated education program and an IHS administrated mental health/health program on the same campus could present major administrative difficulties. Also such an admixture of goals and missions would probably be confusing for students and parents as well as for staff and administrators.

2. there was strong agreement that educational and home living functions should be administratively separate yet many reviewers wondered how implementing this concept can be realistically accomplished. ✓

3. there is unanimous agreement that cottages provide a much better facility for reinforcing home like living than dormitories. Yet nearly all existing BIA campus are dormitory designed.

4. most agreed that high risk children should not be totally segregated from their more "normal peers". It was felt that the "least restrictive environment" ideally should include frequent interaction with non-problem students. Yet to house P.L. 94-142 eligible children on the same campus

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[2] Committee Report, September 17, 1980, page 35, Lines 14-42.

with non-eligible students could result in revenue discrimination in terms of comparative benefits. Since resources available to problem students could be so much better than those available to others, fears were expressed that non-eligibles could, in fact, be harmed.

5. there is a recognized need for significant and innovative demonstration boarding school programs for emotionally disturbed/socially maladjusted Indian children.
6. total cost and source of funds continue to be of major concern. There are also questions concerning personnel ceilings. Most reviewers believe an underfunded and understaffed model should not be attempted. The general sentiment is "if we are going to do it, lets do it right."
7. ideally, programs should be administered at Area levels with an ABS facility being treated as a separate service unit (administratively under the Area Director with M.H. branch chief's support). There were strong recommendations however that all ABA units should be under the central supervision of the OMHP then be transferred to the Areas when they are firmly established.

RESPONSES TO QUESTIONS AND CONCERNS

(AND ADDITIONAL DESCRIPTION OF THE MODEL.)

The above questions and the critiques we have received have allowed us the opportunity to further define and refine the model we are proposing. The following narrative responds to each question and then moves on to additional descriptive materials.

Responses to the Questions

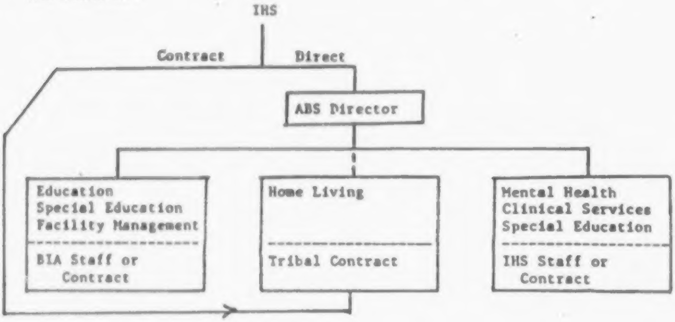
1. How should this program be administered? Three major models exist:
   a. BIA administered boarding school with IHS providing health/mental health support services.
   b. IHS and BIA as equal partners on the same campus with the wholistic goal of healing and educating students.

c. IHS administered "School" providing a home living environment (tribal contract) and mental health/clinical services (IHS or contract) for Indian students with BIA (Direct or contract) providing support services (education, facility management, and dietary - all or in part).

We strongly propose the latter. The school should have a clear mission of "providing a therapeutic living environment with enriched educational, intrapersonal, and social living opportunities". The goal is individual "well-being". Facilitation of individual growth and development is accomplished by providing whatever support services are necessary with education viewed as only one of many tools.

2. How can the home living/mental health/clinical services and educational functions be separated in an IHS administered program to ~~allow for~~ better child advocacy/refuge supports?

The "ideal" model which has emerged combines the best of Tribal, IHS, and BIA capabilities. It is diagrammed as follows as it relates to any given ABS location:



n the above, the program is totally administered by the IHS which, in turn, tilizes appropriate capabilities from Tribe, BIA and IHS. Certain assurances re essential in the design:

a. The ABS director must be a well trained and experienced (doctoral level) mental health and education professional. Such a person could be an educational psychologist, hold credentials in special education, etc.

b. It will be important that the home living scope of work for the Tribal contract includes specific assurances of high level and appropriately paid parent surrogates. Adequate entry training and experience must be required as well as assurances of mandatory inservice education which will be provided by the clinical staff and/or contracted with institutions of higher education and professional organizations. The ABS Director should not be the IHS project officer but should be involved in evaluating the home living contract. Differences between the ABS Director and the Director of Home Living should be negotiated at the next highest level (Director of OMHP or Area Director).

c. If the BIA is to provide staff for the educational, facility management, dietary, and other support functions, these staff should be formally IPA'd to the IHS. The ABS Director must have the authority and flexibility to screen, hire, evaluate, discipline and reward all staff directly under his/her administrative span. Should the BIA have difficulty in providing staff on these conditions a better option might be for them to totally contract these functions to the IHS.

d. The "special ed" function may exist in either or both of the educational and clinical service divisions. At this point the discussion is not clear.

3. Cottages vs. dormitories for "home atmosphere". Cottages designed to approximate home living are much more preferable than institutional dormitiories. H.U.D. should be approached in order to determine the degree of their interest in such a project for one to three schools initially. If dormitories are to be used, remodeling must occur to assure "family integrity" within the primary nucleus of "parents" and six to eight "children." Facilities should include certain common areas such as a kitchen, dining area, laundry area, and den.

?

tudents will share in rotated home and yard responsibilities and chores
that maintenance personnel would be required for only major problems.
edrooms should accommodate two or, at the most, three students. There
e clear advantages, as well as risks, associated with coeducational
d age variability grouping. We strongly recommend an age mix. A
xture of sexes will depend on cultural and clinical considerations.

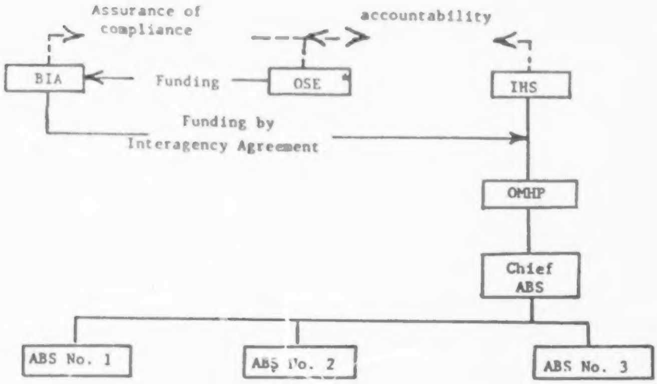
L. 94-142 segregated vs. integrated programs.

e problem of differentiating between P.L. 94-142 eligibles and non-
igibles obviously derives from funding authorities. We strongly
commend integrated alternative boarding schools which will serve the
tire continuum of students from gifted to most needy, the least
strictive environment. Studies have shown that most existing off-
servation schools have a population of 55% to 85% handicapped or
cially maladjusted students. To make this 100% is to create a "leper
lony". To provide a significantly more enriched program for only the
. 94-142 certified eligible on an integrated campus is to reinforce
differences between the groups. We believe this could be to the
riment of both.

strongly recommend a model which provides an enriched environment for
students and where they are mixed in home living and many other
ivities. Stronger students can thus become role models and peer tutors
counselors of the others. Special needs will be attended in special
tings but students will be encouraged to understand and help one another
many common activities. In such a program all students must be tested
given an Individual Treatment and Education Plan which guides their
ivities in terms of social, vocational, cultural and therapeutic goals.
a program will build on the strengths of each student as well as
ess the remedial needs which are identified. It is hoped that P.L. 94-
funding can be used in such a way as to reinforce this concept of a
apeutic community with all students being assisted in developing maximum
bility. If P.L. 94-142 funds are not available for enriching these
nger student "role model/therapeutic aids," then other monies must be
available so as to minimize the ostensible differences between the
s.

5. Cost and source of funding.

Interest in this project has been expressed by the O.S.E. (B.E.H.), the NIMH and others. The primary source of funding should, of course, come from or through the BIA which has the authority and responsibility for providing general and special education. The following schematic shows a possible model for basic funding and oversight of the project.



* In this model, OSE (BEH), is seen as an important liaison and facilitator in the interaction between the IHS and the BIA.

BIA funds will pass on OSE monies as well as contract with IHS with basic education and home living appropriations. It is thought that little "new monies" will be required. What is indicated is a redistribution of existing funds and positions which should become recurring monies.

APPENDIX C

United States Department of the Interior
BUREAU OF INDIAN AFFAIRS
WASHINGTON, D.C. 20245

TAKE PRIDE IN AMERICA

IN REPLY REFER TO:

***** MEMORANDUM *****

RECEIVED
SEP - 3 1991
PRINCIPAL
CHEMAWA INDIAN SCHOOL

Date : August 27, 1991

To : ISEP Working Committee

From : Jim Martin, OIEP

Subject : Final Report of ISEP Working Committee

Under separate cover, I am sending you a copy of the final report prepared by the ISEP working committee. A copy has been provided to the Director, OIEP. On August 22, 1991 we briefed the Director on the report and, in particular, the Executive Summary. I thank each of you for contributing to the study and the report.

The Director will include the entire report in the January, 1992 Tribal Consultation Booklet.

The Director has scheduled a briefing with the Assistant Secretary for Indian Affairs on September 9, 1991 at 11:00 am in the Assistant Secretary's office on the contents of the report. Due to the small size of the meeting room, the number of individuals who will listen to the briefing and budget constraints, I can invite only three working committee members to the briefing. I have selected Forbis Jordan, Doug Weaver and Betty Walker to assist me in the briefing.

Overall, the report states what the committee found and I appreciate the many hours each of you spent on this important project. Please call if you have any questions.

Jim Martin

A Review of the Indian School Equalization Program

Submitted to: the Director, Office
of Indian Education Programs

Prepared by the ISEP Working Committee

Executive Summary

he Study Committee has identified these observations, findings, and ecommendations as ways to improve the Indian School Equalization rogram (ISEP). They are based on a review of the current ISEP and ield visits to individual schools. (The relevant National Education oals are noted after each of the findings.)

INDINGS. The overarching finding is that the level of ISEP funding s insufficient for the BIA funded schools to conduct a comprehensive ducational program based on the diverse educational needs of American ndian youth.

1. Schools are grossly underfunded as illustrated by the value of the basic funding level per weighted student unit (WSU) at $2538 for FY90 and the failure to substantially increase the level in the interim.

The ISEP funding level has not increased in a sufficient amount to fund the statutorily mandated teacher pay scale needed to attract and retain qualified personnel.

Bureau funded schools operate at subsistence levels, and the ISEP funding level is not sufficient for schools to provide the education program required to provide a quality education program in keeping with the Presidential and Secretarial Initiatives. Programs in BIA ed schools cost more because of variables such as small school , school isolation, bilingual pupil population, and obsolete educational facilities.

Goal 1 (Readiness), Goal 2 (School completion), Goals 3 and 4 (Student performance), and Goal 6 (Safe schools).

2. At current funding levels, BIA funded schools cannot meet urgent student needs for early childhood programs, extended school year, vocational education, enrichment programs, school readiness, and dropout prevention programs, all of which are required if Presidential goals are to be realized.

Goal 1 (Readiness), Goal 2 (School completion), Goals 3 and 4 (Student performance), and Goal 6 (Safe schools).

3. Current funding levels, staffing ratios, and counseling and program services are not sufficient to meet the needs of residential students.

The characteristics of the student population residing in dormitories are changing. Students enrolling in boarding schools are increasingly "at-risk" for social, economic, and psychological reasons. Residential programs are independent of academic programs. Residential staff are not always properly trained to deal with problems/needs of students.

al 2 (School completion), Goals 3 and 4 (Student performance), and oal 6 (Safe schools).

4. Facilities for BIA funded schools are deteriorating, overcrowded,

Statement of Assumptions

The ISEP Working Committee operated on the premise that the following criteria should be reflected in the design and implementation of the B A funding system:

1. The Administration's goals for the education of Indian youth as stated by the President and the Secretary of Interior should be reflected in the standards for the operation of schools and fully funded through ISEP as developed in consultation as required under Section 1130 of PL 95-561, as amended.

2. The OIEP's assessment and reporting system should provide evidence of the extent to which (a) standards are being met, (b) all students re being served adequately, and (c) the timelines by which the schools are expected to achieve the Administration's goals for the education of Indian youth.

. The base per pupil amount in the funding system should be sufficient to ensure that all Indian youth have equality of access to quivalent educational programs and services appropriate to their eeds and aspirations.

The funding system should provide sufficient funding for the full ge of necessary educational programs and services including, but not be limited to, the basic educational and human development programs, special educational services and programs, instructional edia, school food services, pupil transportation, and special sychological and diagnostic services.

5. The funding system should recognize the additional costs associated with different grade levels and special educational needs including, but not be limited to, those related to physical or sychological disabilities, limited English proficiency, educational isadvantage, "at risk" of not completing high school because of special academic or socio-emotional conditions, and gifted and talented.

6. The funding system should recognize the additional costs occurring in schools whose special conditions contribute to variations in the necessary costs associated with providing equivalent educational programs and services. Such special conditions shall include, but not be limited to, geographical isolation, school enrollment, cost of living, staffing differentials, and special socio-economic conditions.

Collection

o gather information to answer the seven questions, the committee elected an initial sample of 37 schools and asked to voluntarily omplete a Budget and Program Questionnaire (BPQ) on their FY 1990 chool year. The initial survey instrument was distributed to the ample of 37 schools in January, 1991. A copy of the BPQ appears in xhibit II.

ased on the responses to the initial survey instrument, the committee elected a final sample of schools for on-site visitations by teams of he working committee. A separate instrument was developed for use uring the on-site visits and appears in Exhibit III.

he committee also reviewed information obtained from the Department f Defense, several state departments of education, several tribes, and schools. Such information included other pertinent research studies/surveys, the Code of Federal Regulations (CFR), various statutes, BIA financial reports, a recent Inspector General report and other education related documents.

ampling

r ing the 1989-90 school year, the Bureau funded 180 schools under ISEP. The initial sample of 37 schools was selected based on size of school enrollment, type of school, location and grade levels offered. The number and type of schools within the initial sample approximate the proportionate number of such schools within the overall universe of 180 schools. The Bureau funded schools within eleven (11) area jurisdictions during the 1989-90 school year, and the initial sample included schools from all eleven Bureau areas.

Ten (10) schools responded to the initial survey instrument during March and April, 1991. On-site visitations to eight of the ten schools were conducted by teams of the working committee during May/June 1991.

The overall results of the sampling process were as follows:

Type of School	Number of Schools Funded	Number of Schools Surveyed	Number of Schools Responding	Number of On-Site Visitations
Day	109	19	5	4
Boarding	57	14	4	3
Peripheral Dormitory	14	4	1	1
Totals	180	37	10	8

plemental Programs
Bilingual
Intensive Residential Guidance (IRG)

Gifted and Talented Programs
Gifted/Talented

Exceptional Child Programs

School Board Adjustments

Finding 1.B: The activities funded under the ISEP weights were as follows:

Academic

1. direct instruction
2. teachers
3. para-professionals
4. bilingual
5. intense residential guidance
6. gifted/talented
exceptional child
vocational education
.. athletics
10. special subject matters
    a. art
    b. music
    c. physical education
11. guidance
12. health
13. library
14. reading improvement
15. administration
    a. principals/asst principals
    b. registrar
    c. clerical/secretarial
16. capital outlays-kitchen/new programs
17. ed. equip. repair/replacement
18. staff training
19. school meal program
20. textbooks/libr.supplies
21. instruct. supplies
22. tele-communications
23. printing/reproduction
24. computer maintenance
25. extra curricular activities
26. transp. costs (not currently funded)
    a. health
    b. extra curric
    c. sports
27. school nurse

Residential

1. all staffing in the dorms
2. student coverage
3. tutoring/remedial
4. psychological services
5. staff training
6. janitorial services(non O&M)
7. equipment replacement
8. student security
9. vocational training
10. student transportation
11. tribal-community relations
12. facility mgmt. costs(non O&M)
13. study space for students
14. weekend activities
15. library services
16. drug/alcohol education

TABLE I

SUMMARY OF ISEP FUNDING AND EXPENDITURES BY SCHOOL

Scl No.	Funding	Pers.Exp.	Oth.Exp.	Tot.Exp.	Fund.-Exp	TP%
1	2,364,700	2,457,967	439,773	2,897,740	-533,040	0.85
2	2,093,400	1,283,807	847,889	2,131,696	-38,296	0.60
3	1,771,500	1,537,362	325,992	1,863,354	-91,854	0.83
4	1,112,200	751,338	306,257	1,057,595	54,605	0.71
5	606,700	607,919	275,259	883,178	-276,478	0.69
6	835,300	701,025	160,336	861,361	-26,061	0.81
7	196,000	421,343	56,896	478,239	-282,239	0.88
8	2,012,700	1,135,228	968,572	2,103,800	-91,100	0.54
9	199,900	138,059	52,609	190,668	9,232	0.72
10	2,831,200	2,653,866	402,359	3,056,225	-225,025	0.87

TABLE II

School #3

Grade	ISEP Funding	Personnel Expend.	Other Expend.	Total Expend.	Difference	Percent Pers.
K				0	0	0.00
I1				0	0	0.00
I4	208,116	219,420	46,473	265,893	-57,777	0.83
I7	487,272	406,942	90,255	497,197	-9,925	0.82
I9				0	0	0.00
B1				0	0	0.00
B4	260,145	211,700	56,775	268,475	-8,330	0.79
B7	507,600	413,000	110,205	523,205	-15,605	0.79
B9				0	0	0.00
Bil	[illegible]			0	0	0.00
IRG	143,397	86,300	6,750	93,050	50,347	0.93
G&T				0	0	0.00
EXE	164,970	200,000	15,534	215,534	-50,564	0.93
Total	1,771,500	1,537,362	325,992	1,863,354	-91,854	0.83

School #4

Grade	ISEP Funding	Personnel Expend.	Other Expend.	Total Expend.	Difference	Percent Pers.
K	149,742	161,044	19,475	180,519	-30,777	0.89
I1	408,110	230,238	115,313	345,551	62,559	0.67
I4	279,180	163,452	97,729	261,181	17,999	0.63
I7				0	0	0.00
I9				0	0	0.00
B1				0	0	0.00
B4				0	0	0.00
B7				0	0	0.00
B9				0	0	0.00
Bil	153,802	157,956	3,200	161,156	-7,354	0.98
IRG				0	0	0.00
G&T	66,300	5,948	50,540	56,488	9,812	0.11
EXE	55,066	32,700	20,000	52,700	2,366	0.62
Total	1,112,200	751,338	306,257	1,057,595	54,605	0.71

TABLE II

School #7

Grade	ISEP Funding	Personnel Expend.	Other Expend.	Total Expend.	Difference	Percent Pers.
K	32,276	41,989	14,107	56,096	-23,820	0.75
I1	67,234	133,761	14,107	147,868	-80,634	0.90
I4	48,415	86,831	14,107	100,938	-52,523	0.86
I7	11,205	68,235	14,107	82,342	-71,137	0.83
I9				0	0	0.00
B1				0	0	0.00
B4				0	0	0.00
B7				0	0	0.00
B9				0	0	0.00
Bil				0	0	0.00
IRG				0	0	0.00
G&T	16,400	7,166	468	7,634	8,766	0.94
EXE	20,470	83,361	0	83,361	-62,891	1.00
Total	196,000	421,343	56,896	478,239	-282,239	0.88

School #8

Grade	ISEP Funding	Personnel Expend.	Other Expend.	Total Expend.	Difference	Percent Pers.
K	154,818	125,750	134,301	260,051	-105,233	0.48
I1	371,563	155,025	134,301	289,326	82,237	0.54
I4	210,654	121,625	134,301	255,926	-45,272	0.48
I7	140,097	114,850	134,301	249,151	-109,054	0.46
I9	471,814	149,050	134,301	283,351	188,463	0.53
B1				0	0	0.00
B4				0	0	0.00
B7				0	0	0.00
B9				0	0	0.00
Bil	92,854	122,850	134,301	257,151	-164,297	0.48
IRG				0	0	0.00
G&T	61,000	0	6,000	6,000	55,000	0.00
EXE	509,900	346,078	156,766	502,844	7,056	0.69
Total	2,012,700	1,135,228	968,572	2,103,800	-91,100	0.54

TABLE III

INSTRUCTION - KINDERGARTEN

Scl#	Funding	Pers.Exp.	Oth.Exp.	Tot.Exp.	Diffnce	%Pers
1				0	0	0.00
2	93,906	74,754	38,098	112,852	-18,946	0.66
3				0	0	0.00
4	149,742	161,044	19,475	180,519	-30,777	0.89
5	93,906	87,764	36,081	123,845	-29,939	0.71
6	131,976	115,427	20,706	136,133	-4,157	0.85
7	32,276	41,989	14,107	56,096	-23,820	0.75
8	154,818	125,750	134,301	260,051	-105,233	0.48
9				0	0	0.00
10				0	0	0.00

TABLE III

INSTRUCTION - GRADES 1-3

Scl#	Funding	Pers.Exp.	Oth.Exp.	Tot.Exp.	Diffence	%Pers
1	36,547	36,502	6,899	43,401	-6,854	0.84
2	353,289	228,468	143,334	371,802	-18,513	0.61
3				0	0	0.00
4	408,110	230,238	115,313	345,551	62,559	0.67
5	231,465	213,631	88,253	301,884	-70,419	0.71
6	286,286	262,859	33,845	296,704	-10,418	0.89
7	67,234	133,761	14,107	147,868	-80,634	0.90
8	371,563	155,025	134,301	289,326	82,237	0.54
9				0	0	0.00
10	359,380	301,725	68,794	370,519	-11,139	0.81

TABLE III

INSTRUCTION - GRADES 9-12

Scl#	Funding	Pers.Exp.	Oth.Exp.	Tot.Exp.	Diffence	%Pers
1	570,796	767,443	134,325	901,768	-330,972	0.85
2	580,694	357,965	235,595	593,560	-12,866	0.60
3				0	0	0.00
4				0	0	0.00
5				0	0	0.00
6				0	0	0.00
7				0	0	0.00
8	471,814	149,050	134,301	283,351	188,463	0.53
9				0	0	0.00
10				0	0	0.00

TABLE III

RESIDENTIAL - GRADES 1-3

Scl#	Funding	Pers.Exp.	Oth.Exp.	Tot.Exp.	Diffence	%Pers
1	42,638	50,302	8,655	58,957	-16,319	0.85
2	39,085	39,085	15,857	54,942	-15,857	0.71
3				0	0	0.00
4				0	0	0.00
5				0	0	0.00
6				0	0	0.00
7				0	0	0.00
8				0	0	0.00
9	37,460	25,872	9,856	35,728	1,732	0.72
10	362,426	292,283	35,496	327,779	34,647	0.89

TABLE III

RESIDENTIAL - GRADES 9-12

Scl#	Funding	Pers.Exp.	Oth.Exp.	Tot.Exp.	Diffence	%Pers
1	523,462	488,260	116,127	604,387	-80,925	0.81
2	285,525	116,411	115,841	232,252	53,273	0.50
3				0	0	0.00
4				0	0	0.00
5				0	0	0.00
6				0	0	0.00
7				0	0	0.00
8				0	0	0.00
9	64,118	44,282	16,882	61,164	2,954	0.72
10				0	0	0.00

ing its total education program. Additional revenues in the ount of $533,040 were obtained to supplement the ISEP funds.

r school number one, 85% of the total expenditures ($2,457,967) was pended for personnel services within the school's overall program.

t can also be seen from Table I that the cost of personnel services r this sample of ten schools ranged from 54% to 88% of the total [illegible] expenditures. Specifically, five or 50% of the ten sampled chools expended more than 80% of their budgets for personnel [illegible]

able IV shows the additional sources of funds used by the schools. or example, in addition to the basic ISEP funding, school number one eceived chapter I, exceptional education, Title V, state and other unds. In addition to the basic ISEP funding, school number two eceived exceptional education funds. Schools number six, number even and number eight used a significant amount of Tribal funds to upplement their ISEP funding.

inding 4.B: It can be seen from Table IV that not all schools received outside or competitive funds in addition to the ISEP funds. The results of the BPQs and the on site visitations indicated that most schools were supplementing their ISEP funding levels, but that some schools were not organized or structured in a manner which ved an effective or successful pursuit of outside funding sources. ver, in at least three instances, tribes were required to augment the funds to meet the needs of their education programs.

Question 5. What academic standards did the school elect to meet for accreditation purposes? What residential standards were in effect at the school?

Finding 5.A: Table V shows the academic standards being pursued by each of the ten schools.

Finding 5.B: In many instances, Bureau standards were met by using other funds (see Tables IV and V).

Finding 5.C: The presence of such other funds which allowed general compliance with standards may have partially determined the make up of the respondents.

BPQ and on-site visits indicated that many activities are cessary to provide home living, security, or personal development services that meet the special developmental needs of the students who are totally under Federal care 24 hours a day.

TABLE V

ACADEMIC AND RESIDENTIAL STANDARDS NOT MET

Scl#	Stands	Academic Stands Not Met	Res St Not Mt
1	BIA	VII-VIII-XII	V
2	Region	XIII	IV
3	BIA	none	IV
4	BIA	XIII-XVI-XI	N/A
5	State	None	N/A
6	Region	XIII-XV-XVI	N/A
7	BIA	III-IV-XIII-XV-XVI-XVII	N/A
8	State	II-III-IV-VII-VIII-XIII-XIV-XVI	N/A
9		N/A	I-IV
10	BIA	XIII	none

Standard	
I	Philos/Goals
II	Admin. Requir
III	Needs Assess.
IV	Curric. Devel.
V	Min. Programs
VI	Kindergarten
VII	Elementary
VIII	Jr. High
IX	Secondary
X	Grading
XI	Student Promotion
XII	Graduation
XIII	Library/Media
XIV	Text books
XV	Counseling
XVI	Student Activ.
XVII	Program Evalua.

Standard	
I	General
II	Elem. Dorm.
III	Second. Dorm.
IV	Homeliving
V	Space/Privacy

a. miles for extra curricular activities, emergency, health, personal, bereavement, and holidays are not funded.

b. current per mile amount is insufficient

c. costs or miles for maintenance of buses is not funded

d. bus related communications costs are not funded

e. inaccessibility/Unavailability of GSA vehicles

f. additional students after count week

Finding 7.B: Transportation expenditures may not necessarily include the transportation costs for extra curricular and sports activities, emergency health care services and transportation services for students. The costs for these necessary services are usually borne by the use of private autos, administration vehicles and volunteer drivers, or are charged directly to instructional program budgets.

Finding 7.C: Deficits were found in the facilities management programs. The on site visitations found several reasons for this situation:

- The facility management operations and maintenance formula (O and formula did not consider janitorial services for kitchen/dining/residential facilities and provided funds for only 190 days.

2. Funds for extended school day activities were not considered by the O & M formula.

3. Costs of security services were not provided by the O & M formula on a year-round basis.

4. Costs for home-living appliances and furnishings purchases and repairs and maintenance were not considered by the O & M formula.

Finding 7.D: The Facility Improvement and Repair (FI&R) backlog for a given school represents those facility maintenance and repair projects which are needed at the school but have not yet been funded. The results of the on-site visitations indicated the following:

1. Funds from the O & M formula are not intended to be used for these FI&R projects.

2. Some schools are forced to correct some critical health-safety deficiencies on the backlog from funding sources other than the FI&R funds. Such unfunded FI&R backlog items jeopardize the overall accreditation of the school.

3. Table VI shows the FI&R backlog reported by six (6) of the sampled schools. The total amount needed for these six schools was $5.8 million. Of the $5.8 million, an expenditure of $399,536, at an

ve. ge cost of $1,359, would eliminate 294 of the total 435 items on backlog.

. Portions of some dormitories were not fully utilized and, ubsequently, not funded to correct safety compliance factors or to ovide minimum maintenance services. Factors included roofs, alarm systems, and heating systems. Such inattention to the areas within a dormitory will lead to further deterioration of the facility and ohibits the planning for any enrollment increases or changes in the rmitory program.

The structure and usage of the school facilities are not sufficient serve the purpose and changing needs of the education programs and growth trends in a timely manner.

CONCLUSIONS

ne ISEP working committee concluded the following:

1. The ISEP basic Weighted Student Unit (WSU) dollar values have not icreased at a rate sufficient to provide the funding level required ider the statutorily mandated teacher salary schedule.

Bureau funded schools should not be required nor expected to rely . competitive grants to support basic school operations.

3. ISEP's funding level and calculating procedures do not provide the unds required to meet the mandated basic costs of the education and ome-living programs as set out by the standards of the Bureau or to meet the requirements of the statutes and policies of the dministration.

4. The current standards do not support a quality program geared toward the needs of Indian students, either academically or in the residential area. The standards are based upon restraint of costs, not provision of services. Particularly as it relates to home living situations, the standards do not support the provison of minimal activities necessary to protect and nurture Indian students under the care of the Federal government. This is particularly acute due to the special needs of many Indian students who are at risk and require residential care.

5. The BIA basic academic and dormitory standards fail to address the needs of the students. As a result, costs of the basic academic/residential living programs either are not being met, or are being met by funds originally intended and provided for other purposes thus denying students those other services.

Many Bureau funded schools are isolated, serve small communities, d have low enrollments; thus, their costs for providing basic programs are high because of the limited number of students.

3. Increase the base funding level per weighted student unit (WSU) based on the following assumptions:

a. Increases related to the statutorily mandated salary schedule should be recognized in calculating the WSU amount in ISEP. The amount of the increase above the Bureau schedule was 22 percent for the third year phase-in above the 1989-90 level.

b. For the non-teacher salary portion of the expenditures, the value of the WSU should increase consistent with the current services inflator. The assumed inflation rate was 4.5 percent per annum.

c. The base amount of the WSU should be increased by an amount equal to the underfunding of regular educational programs from non-ISEP funds. Results of the field study indicated that the schools were underfunded from ISEP by 11 percent.

d. The profile of proportional expenditures in public schools can be used in calculating the effect of the statutorily mandated salary schedule and in projecting a WSU for ISEP. (Source: Local School Budget Profile Study, Educational Research Service, Arlington, VA, September, 1990, published in School Business Affairs, September, 1990.)

Salaries for teachers, counselors and librarians in the public schools represent approximately 60 percent of total expenditures for current operations. Current operations in the public schools include custodial and maintenance services provided in Bureau funded schools by BIA facility management. Based on expenditure patterns in the public schools and assuming that BIA expenditure categories funded by ISEP represent 80 percent of current expenditures reported by public schools, BIA expenditure patterns for teacher, counselor and librarian salaries represent 75 percent of the BIA school expenditures.

f. The projected increase in BIA teacher salaries needed for full implementation of the statutorily mandated Department of Defense (DOD) salary scale for the 1991-92 school year requires a 22 percent increase over the base 1989-90 school year.

g. The remaining 25 percent of the BIA expenditures are increasing at a rate no less than an annual inflation rate of 4.5 percent.

h. Assuming that the underfunding of 11 percent in FY 1990 in the sampled schools was representative of all BIA funded schools, the WSU amount for FY 1990 should have been $2,817 ($2,538 * 111%). For the 1992-93 school year the WSU funding amount should be $3,499 using the following calculation process:

programs. This would also include the upgrading of personnel standards/qualifications for positions in the residential programs.

c. The following calculations were made to project residential weights needed to (1) support continuance of 1989-90 program expenditures adjusted for inflation at 4.6 percent per year, (2) increase the number of certified counselors to meet the proposed new standards and adjust counselor salaries by percentages equivalent to increases occurring in the DOD counselor pay scale since FY 1990 and (3) double personnel expenditures for residential staff, excluding counselors, administrative and support staff, to meet the new proposed staff/student ratios.

The following steps were used:

1. Residential personnel costs were identified for counselors, administrative and support staff, and other residential staff for grades 1-6 and 7-12 programs.

1989-90 Costs

Grade	# Students	Counselors	Admin/Supp	Other
1-6	196	$82,623	$104,836	$467,064
7-12	540	$162,897	$247,886	$968,319

2. Projected costs for the 1992-93 school year were derived by: increasing existing counselor salaries by 26.6% (22% DOD increases and one 4.6% cost of living increase); adding $200,000 salary and fringe needed to achieve the new proposed counselor ratios with 33% added to 1-6 programs and 67% added to 7-12 programs; increasing administration and support costs by 13.8% (three years times 4.6% cost of living increase); and increasing the cost of other staff by a factor of 2.138, reflecting the need to double staffing needed to meet the new proposed staffing and to provide a three year cost of living adjustment.

1992-93 Projected Costs

Grade	#Students	Counselors	Admin/Supp	Other
1-6	196	$170,601	$119,303	$998,583
7-12	540	$340,228	$282,094	$2,070,266

In early March, 1991 a final selection of 15-20 schools will be made for the April-May on-site visits and you will be notified. If selected, the on-site visitation team will contact you to arrange a convenient date for the on-site visit. The visitation team will have reviewed your school's documentation prior to its arrival and should complete its on-site visitation within a two day period.

Thank you for your cooperation and please contact me at 202-208-3550 (telephone) or 202-208-3312 (telefax) if you have any questions.

Sincerely,

Jim Martin
Acting Director, Office of Indian Education Programs

Attachments

INSTRUCTIONS FOR COMPLETING EXHIBIT I

1. Column A of Exhibit I shows the programs currently funded through ISEP as identified by the ISEP allotment calculation form for FY 1990. Based on the ADM of your school during the FY 1990 student count, your school generated specific WSUs and corresponding funding amounts for each ISEP program. These final FY 1990 funding amounts are identified under Column B for each program.

2. Column C3 requests you to identify the total actual costs/expenditures your school incurred to provide each program. Column C1 and C2 identify the costs as "personnel" and "all other" costs. Your personnel costs for each ISEP funded program are to be listed in Column C1. Your other costs for supplies, food, materials, staff travel, equipment, etc. for each ISEP program are to be listed in Column C2. Column C3 equals the total personnel (C1) and all other (C2) costs for each ISEP program. Before attempting to complete Exhibit I, refer to items 3 and 4 (below) on attachments to Exhibit I.

3. It is acknowledged that a school's final FY 1990 budget may not reflect expenditures in the same categories as the ISEP formula did in generating funds. For example, ISEP generates separate amounts of funds for Instruction-Kindergarten, Instruction-Grades 1-3, Instruction-Grades 4-6, and Instruction-Grades 7-8. Most elementary schools, however, developed an overall FY 1990 instructional budget covering all grades K-8. In order to properly analyze a school's expenditures in relation to how funds were actually generated, a breakdown of FY 1990 expenditures by each ISEP funded program level is necessary.

To assist a school in completing Exhibit I, a series of Attachments to Exhibit I is enclosed. All necessary Attachments to Exhibit I for your school have been enclosed. A school should first complete all necessary Attachments to Exhibit I and then use the amounts calculated on the Attachments in completing Exhibit I for the school.

In addition, a completed sample of Exhibit I and its attachments for a school is enclosed. In the sample, the attachments were completed first. Exhibit I was then completed using the amounts from the attachments.

4. Attachments - Section I of each Attachment for Exhibit I allows the school to identify all personnel and personnel costs associated with providing the particular ISEP funded program. Section II allows the school to identify all "other" costs for that particular program.

NOTE: Some "personnel" costs for an ISEP funded program, such as the cost of a Kindergarten teacher can be readily identified. However, some "personnel" costs for the Instruction-Kindergarten program, such as the Kindergarten program's, "share" of the Librarian's salary, may not be readily identifiable. If the school cannot identify such "personnel" or "all other" costs specifically for the ISEP funded program, an estimated cost may be identified by pro rating the total school's cost across all students i.e. on a per pupil pro rated basis.

2. Using the numbering system within the attached copy of residential standards, enter or reference under Column A any standard you were unable to meet during FY 1990 with ISEP funds. List only those residential standards you did not meet. Under Column B, list the esitmated cost needed to meet each residential standard identified under Column A.

3. Since some schools may have opted to follow other or additional state, regional or tribal residential standards, Column C allows the school to identify any such standards not met with ISEP funds for FY 1990.

4. Under Column D, list the estimated cost needed to meet each residential standard identified under Column C.

INSTRUCTIONS FOR COMPLETING EXHIBIT IV

1. Columns A, B, C and D refer to the student transportation program for your school. The level of ISEP-generated student transportation funds for FY 1990 has been entered in Column A.

2. Column B requests you to identify your program's actual expenditures/costs for FY 1990. Column B costs should include all expenditures for personnel, vehicle leases, fuel, etc.

3. Under Column C, please enter the difference between the total amounts entered for Columns A and B. Such amounts under Column C may be positive (+) or negative (-).

4. If the amount entered in Column C is negative (-), it means that you expended more funds for the student transportation program than you generated through the student transportation formula. Column D asks you to identify the additional source of funds you used in providing your student transportation program. In completing Column D, please use the following codes for the additional sources of funds:

   A = ISEP funds
   B = Tribal funds
   C = Contract Support or Administrative Cost Funds
   D = Chapter I
   E = Exceptional Education funds (P. L. 94-142)
   F = Title V (Indian Education Act) funds
   G = State funds
   H = Other funds (specify: ______________________________)

5. Columns E, F, G and H refer to the Facility Management Operations and Maintenance (O and M) program for your school. Under Column E, enter the amount of FY 1990 Facility Management Operations and Maintenance funds provided to the school.

Location Code: ______ ______ Bu . Ar sis

(1990 ISEP Funding: ____________.__

A	B	C			D	E
	LEVEL OF FY 90 ISEP FUNDING	COST OF TOTAL FY 90 PROGRAM:			Difference BETWEEN COLUMNS B B AND C3 (+ or -)	SOURCE OF ADDITIONAL FUNDS
		1	2	3		
UNDED PROGRAM		PERSONNEL EXPENDITURES	ALL OTHER EXPENDITURES	TOTAL EXPENDITURES		
UCTION						
garten						
: 1-3						
s 4-6						
s 7-8						
s 9-12						
DING						
s 1-3						
s 4-6						
s 7-8						
s 9-12						
LEMENTAL						
gual						
d/Talented						
CHILD						
hild Programs						
l Board ADJ.						
Total						

EXHIBIT II

School: ______________________
Location Code: ________________

Academic Standards Compliance

A	B
Academic Standards in 25 CFR 36 Not Met with ISEP Funds	Estimated Cost Needed To Meet Standard

C	D
Other State, Regional or Tribal Academic Standards Not Met with ISEP Funds	Estimated Cost Needed To Meet Standard

: ______________ ______________|
on Code: ______________

EX T 1

Facility Management and Transportation Costs Analysis

A	B	C	D	E	F	G	H
S. FUNDS IDED BY	ACTUAL TRANSPORTATION COSTS FOR FY 1990	DIFFERENCE BETWEEN COLUMN A & B (+ or -)	SOURCE OF ADDITIONAL FUNDS	FACILITY MANAGEMENT FUNDS PROVIDED	ACTUAL OPERATION/ MAINTENANCE COSTS FOR FY 90	DIFFERENCE BETWEEN COLUMN D & E (+ or -)	SOURCE OF ADDITIONAL FUNDS

SCHOOL VISITATION GUIDE

Prior to the visit, the Central Office will write a letter to the schools explaining the purposes of the visit--to verify and clarify information about the school submitted by the BIA and the school, to gather any information needed about the school, and not to make value judgments about the use of funds, organization or management of the school, or the school's curriculum.

Prior to the visit, each team will be provided with background information about the school. The team will meet in advance, review the materials, and identify specific areas to be reviewed by members of the team. If individual team members assume responsibility for specific areas or work as a team, the final report is a "team report."

Interviews should be conducted with the school board, school principal or superintendent, area or agency line officers, teachers, teacher aides, counselors, dormitory aides, school clerks, support staff, other school employees, students, patrons, and tribal leaders. If feasible, interviews should be conducted with officials in the local public schools. (The principal should not be present during interviews with other school staff.)

Focus of the Team Visit

During the visit, answers should be secured on a variety of items. Team members should ask the questions of a sufficient number of persons to be comfortable with the accuracy of the responses. The team is to validate basic information about the: school program(s), students, dormitory residents and staff,

ON-SITE INTERVIEW FORMAT

A. Questions which MUST be asked of each school BY EACH TEAM.

1. ID areas on original application that were not completed. A-H, etc.)
2. Attendance form.
3. Were there any school (curricular or extra curricular) programs which you actually had to cut due to lack of funds.
4. What would (or how much of a difference to your school) the use of ADA (Average Daily Attendance) be than ADM (Average Daily Membership) in figuring your student count?
5. How do you feel about the present count system? Relate if possible to the forward funding. What about a three week count period as opposed to the present one week count week?
6. Should ISEP fund Tribal Choice or BIA Standards? Do you follow BIA standards? Has your school waived BIA standards? What standards, if BIA standards are waived, do you follow? Does your school have a BIA compliance form completed for 1989-1990? (Elective sources at on site visit)
7. Due to your financial situation, have you reduced hours of staff or staff totally?
8. Are food costs using ISEP money?
9. In your application for this project have you in funding considered all extra-curricular salaries over and above salary listed?
10. Is your transportation enough as shown in Exhibit 4. If not where do the extra funds come from.
11. What recommendations would your have to alter, better the formula.
12. Could you assure all sources of funding and amounts. (If you did not fill in the lower right corner of Exhibit I).
13. How many other funding sources have you tried to access? Successful? Unsuccessful? List those attempted. What programs are you aware you can apply for? Has state subsidy of ISEP been discussed?
14. What local conditions in your school or area effect your costs and needs in education that are not addressed in the ISEP formula.

E. Expenditures or health, postage, special counseling and psychiatric care, employee benefits, labor for O&M for the dormitories, security expenses, home living materials (furniture, TV, VCR, student recreation, and extra-curricular activities).

F. Library Expenditures--use, amount, and sources of dedicated funds.

G. ((This item of CONTRACT/GRANT SCHOOLS ONLY)) Financial Reports (closeout for FY 90 and first quarter of FY 91)--detailed report of expenditures by contracted services, personnel, transportation, etc.

B. Questions which may be asked at schools, but not mandatory.

1. Standards (Oct.-Nov.) may need modifications. Teams can explore this at visit.
2. ISEP funding used for Special Education. <ID cost verses Uses> How do services effect cost?
3. O&M costs. (Check local school materials now listed on their backlog)
4. Have your received outside funding referral to in question 12 A.
5. How would you change the ISEP formula to be more program orientated.
6. If your supplemental programs were not funded would you be able to run your basic program?

C. Other necessary questions which occur to each team as they develop at each school. (Record here with answers).

21. Are library services/materials sufficient for your residential program? Please list the needed services/materials.
22. Is your location in a remote area away form major college library? Would a computer network between your facility and the university library benefit your students.
23. Is your school sufficiently funded to meet the drug and alcohol needs of your students.

24. What changes would you make in the IRG program?

LIST ANY OTHER NEEDS FOR YOUR RESIDENTIAL PROGRAM:

APPENDIX A

ISEP TASK FORCE FINDINGS

A REVIEW OF THE INDIAN SCHOOL EQUALIZATION PROGRAM

August 1991

The Study Committee has identified these observations, findings, and recommendations as ways to improve the Indian School Equalization Program (ISEP). They are based on a review of the current ISEP and field visits to individual schools. (The relevant National Eduction Goals are noted after each of the findings.)

- The overarching finding is that the level of ISEP funding is insufficient for the BIA funded schools to conduct a comprehensive educational program based on the diverse educational needs of American Indian Youth.

- Schools are grossly underfunded as illustrated by the value of the basic funding level per weighted student unit (WSU) at $2,538 for FY '90 and the failure to substantially increase the level in the interim.

- At current funding levels, BIA funded schools cannot meet urgent student needs for early childhood programs, extended school year, vocational eduction, enrichment programs, school readiness, and dropout prevention programs, all of which are required if Presidential goals are to be realized.

- Current funding levels, staffing ratios, and counseling and program services are not sufficient to meet the needs of residential students.

RECOMMENDATIONS

- These recommendations are based on the compelling finding that the formula distributes insufficient funds and ISEP does not recognize the diversity of needs found in the student population. Changes in the ISEP weights should not be made unless the value of the WSU is increased to a level of $3,499 for FY 1993.

- For FY 1993, the WSU amount should be increased to $3,499 and in successive years, the amount should be adjusted to reflect increases in the statutorily mandated teacher pay scale and the OMB current services inflation adjustment.

- Eight of the ten sampled schools spent more on the provision of their respective education programs than was generated by the ISEP formula.

- Eight of the ten schools actually expended additional non-ISEP generated funds to provide education activities which are required to meet the education programs originally intended to be funded by ISEP.

- The BPQ and on-site visits indicated that many activities are necessary to provide homeliving, security, or personal development services that meet the special developmental needs of the students who are totally under Federal care 24-hours a day.

CONCLUSIONS

The ISEP Working Committee concluded the following:

- The ISEP basic Weighted Student Unit (WSU) dollar values have not increased at a rate sufficient to provide the funding level required under the statutorily mandated teacher salary schedule.

- Bureau funded schools should not be required nor expected to rely upon competitive grants to support basic school operations.

- ISEP's funding level and calculating procedures do not provide the funds required to meet the mandated basic costs of the education and homeliving programs as set out by the standards of the Bureau or to meet the requirements of the statutes and policies of the Administration.

- The BIA basic academic and dormitory standards fail to address the needs of the students. As a result, costs of the basic academic/residential living programs either are not being met, or are being met by funds originally intended and provided for other purposes thus denying students those other services.

- The fragmented and untimely delivery of non-education Bureau administrative services, such as procurement, personnel, finance, and facilities management, exacerbate this negative situation and prohibit effective education budget and program planning.

RECOMMENDATIONS

The ISEP Working Committee strongly recommends that changes in ISEP Program weights should not be made unless the dollar value of the WSU in the ISEP Program is increased to the recommended funding level. Recommendations are grouped into the following categories:

A. To modify the academic and residential standards to reflect the current needs of students. The committee recommends that, at a minimum, the following actions be implemented immediately:

1. Adopt a new standard on teacher/teacher aide/dormitory personnel training and use summers and other periods to conduct such training.

2. Reduce the student-staff ratio of academic and residential counselors and require the presence of health professionals trained in working with at-risk students.

3. Require that funds generated for academic and residential purposes shall be expended in the areas as primarily designated, unless the local school board approves a reprogramming pursuant to Section 1129 of PL 95-561.

4. Revise the National Dormitory Criteria related to programs and services for at-risk students that the Bureau and Tribes are presently responsible for in residential centers. Based on the special needs of the unique student population currently enrolled in residential programs, the committee recommends that the objectives appearing in Exhibit IV be adopted and implemented in full.

B. To modify the ISEP to provide sufficient funds to meet the full expenses of all activities basic to the provision of basic educational and homeliving programs in Bureau funded schools, without reliance on supplemental funding sources designed to meet other needs. The committee recommends that, at a minimum, the following actions be implemented immediately:

1. Due to the development of many kindergarten programs into full-day programs, the pattern of kindergarten expenditures with the sampled schools and the current emphasis on school readiness as stated in the National Goals for Education, change the ISEP weight for kindergarten pupils to 1.20.

2. Add a weight of 1.0 to ISEP for a preschool program (ages 3-4) to support the national education goal on school readiness.

ISEP ATT

Gilbert Robertson
Board Chairman, PILC

May 3, 1993

Dear Gilbert:

There is a desperate need for Regional Long-term Mental Health Treatment Centers for severely emotionally disturbed Indian youth. Indian tribes, the Bureau of Indian Affairs, Indian Health Service, and the Tribal Court systems throughout the country, must get together and start addressing the serious emotional/behavioral problems plaguing so many of the young Indian children today.

As the superintendent of an off-reservation boarding school in South Dakota for the past four years, I have seen significant changes in the type of students that are sent to us each year. Usually these are the students with severe emotional and behavioral problems that the tribal schools, BIA schools, and public schools on the reservations cannot or will not tolerate. This has to reflect upon the all the negative changes which is taking place in the home environments and communities.

According to Dr. Judson B. Reaney, behavioral/developmental pediatrician, who has been a consultant at the Pierre Indian Learning since 1980, the mental health diagnoses of children sent to the Pierre boarding school, which serves children from the 15 tribes in North Dakota, South Dakota, and Nebraska, has become increasingly more severe and more complex. It is not unusual for the boarding school to get referrals from social service agencies or tribal courts to take children who have just been released from jail or from an acute brief psychiatric hospital. In addition, Dr. Reaney says that there has been a concomitant increase in children who have very tragic social histories and inadequate family support. The histories frequently include significant loss issues from parental deaths, multiple foster home placements, parental alcoholism, family violence, child abuse, and parents who were young teens when they gave birth to the children who are now preteens and teenagers and are now having babies themselves. This negative lifestyle cycle must be broken if Indian people are to survive!

Most BIA , tribal, and public schools on reservations view boarding schools as dumping grounds for unmanageable students with severe emotional and behavioral problems. Also, the boarding school is frequently seen by social services, law enforcement, and the courts as being a resource for children who previously would have been treated in a residential treatment facility or in a juvenile correctional facility. These have never been roles for a boarding school, and boarding schools are not in a position to treat seriously emotionally disturbed children on a long-term basis or to act as a correctional facility. What usually happens is the boarding schools end up being a temporary "holding tank" to temporarily contain behaviors for these troubled youth until they go back to their home communities over the summer. They do not provide a long-term solution to these children's problems.

The types of severe problems that Dr. Reaney increasingly sees include major depressions, sometimes associated with suicidal behaviors; conduct disorder, often with marked aggression and rage; fetal alcohol syndrome and its associated behavioral problems; post traumatic stress disorder as a result of extreme cases of physical and sexual abuse; reactive attachment disorders in children who have been abandoned, neglected, or been in multiple foster placements; and occasionally some children with schizophrenia. Under the best of circumstances, many of these conditions would be difficult to treat on an out-patient basis. The children who are referred to the boarding school have generally failed standard forms of treatment and are candidates for longer-term residential treatment programs which are not available to them.

Private long-term treatment centers for young people with the above mentioned disorders cost anywhere from $1000 to $1500 per day. Most tribes and social service agencies just cannot afford to place students in private institutions....but even if they could, most of these facilities often have a long waiting list. As a result, these problem kids do not receive the help they need to help them function as normal citizens.

I included the tribal courts as one of the groups that must become involved in addressing the need for establishing Regional Treatment Centers for young Indian students because, ultimately the majority of these problem children end up in their courts. When the courts become involved the child is sometimes placed in an adolescent center or some type of state correctional facility, if there are vacancies. In alot of instances the child is merely placed on unsupervised probation and placed back into the same environment which was the sole cause of the child's problems to begin with. More than likely this dysfunctional child will assume the role of living an unproductive lifestyle which involves drugs, alchohol, and welfare; and those that have children at at a young age often continue the cycle of neglect and child abuse.

To break this negative cycle tribal and community leaders are going to have to look pass economic development and gaming issues for awhile and start thinking about supporting and enforcing the prevention programs established to minimize the number of children who suffer from serious emotional disturbance. This would include programs that support families, decreasing teenage pregnancy, decreasing alcohol use during pregnancy, intervening in child abuse and domestic violence, and providing educational and economic opportunities that give hope to children. In the meantime, we cannot neglect the children who already suffering.

The advantage of the the regional approach would be the coordination of efforts and funding between tribes from several states, several Area Bureau of Indian Affairs and Indian Health Service areas, along with schools, courts, and state agencies.

If and when plans for Regional Treatment Centers becomes a reality, tribes cannot start thinking about how and why such a facility should be located on their reservation. Because of the type of personnel required to provide treatment (behavioral & developmental pediatricians, child psychiatrists, psychologist, clinical counselors, etc.) the centers would almost have to be located in a metropolitan area. It would be difficult to get these highly skilled professionals to relocate to a reservation, especially when they are in such big demand all over the country. Locating these treatment centers in a large city would allow for good staffing and treatment resources. Overall, it would provide adequate long-term treatment for children who have serious emotional problems and truly treat those problems rather than contain them until they break out in young adulthood.

Please understand that I am not suggesting that the problems identified in this article are restricted only to reservations and Indian children. Also, it was not my intention to lead anyone to believe that all students attending boarding schools have been victims of abuse and neglect and have serious behavioral and emotional problems as a result. Basically, a large percentage of the students are sent to us because their parents can't provide for all their needs and feel that they would be better off at a boarding school. In addition, I am sure that tribal, BIA, and public school administrators will tell you that just a small percentage of the emotionally troubled students are ever removed from their schools.

Sincerely,

Darrell F. Jeanotte
Superintendent, PILC

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n Hotel
tonio, Texas
224-9130 Telephone #

④ No. of Pages 3 Today's Date 11-16-93 Time 1010
From PILC Academic Office
Company
Location Pierre SD Dept. Charge
Fax # Telephone # 605-224-8261
Original Disposition ☐ Destroy ☐ Return ☐ Call for pickup

Letter to Congress Reps. & Tribal Leaders: (May 1993)

There is a desperate need for Regional Long-term Mental Health Treatment Centers for severely emotionally disturbed Indian youth. Indian tribes, the Bureau of Indian Affairs, Indian Health Service, and the Tribal Court systems throughout the country, must get together and start addressing the serious emotional/behavioral problems plaguing so many of the young Indian children today.

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Sincerely,

Darrell F. Jeanotte
Superintendent, PILC

Memorandum of
North Dakota Attorney General Heidi Heitkamp
Regarding the
Wahpeton Indian School

TO: Wahpeton Indian School board members; Penny Coleman, Bureau of Indian Affairs; John Schneider, United States Attorney; Earle Myers, Jr., Richland County State's Attorney; Charles Sheeley, Richland County Juvenile Supervisor; Gladys Cairns, North Dakota Department of Human Services; Steven Lies, Wahpeton City Attorney; and U.S. Senator Kent Conrad, U.S. Senator Byron Dorgan, and U.S. Representative Earl Pomeroy

FROM: Heidi Heitkamp, North Dakota Attorney General

DATE: April 25, 1994

I. INTRODUCTION.

The Office of Attorney General first received reports of allegations of physical abuse and other serious problems at Wahpeton Indian School (WIS) in mid-November 1993.

Initially, there was tremendous concern that the investigation might be delayed while the jurisdictional issues posed by the unique circumstances at the school were litigated. Rather than delay the investigation, all affected federal, state, tribal, and local agencies and entities agreed to cooperate and coordinate their efforts. This cooperation underscored the concern shared by all the entities for the welfare of the children attending WIS.

The investigation's goals were to first protect the interests and welfare of the children at the school by investigating all allegations as soon as possible; second, to initiate short and long term solutions to all problems identified; and third, to clarify federal, state, and tribal school board jurisdiction over the school.

The United States Attorney's Office initiated an investigation into the financial management of the school. The North Dakota Bureau of Criminal Investigation, with some assistance from the Bureau of Indian Affairs, investigated the allegations of criminal behavior stemming from physical abuse of the children and staff at the school. The North Dakota Department of Human Services, with assistance from its regional and local offices and a representative of the Bureau of Indian Affairs, inaugurated and completed its investigation into allegations of child abuse and neglect. The Bureau of Indian Affairs sent an investigative team to the school in January 1994.

Several of these investigations are completed. The BIA review and the Department of Human Services investigations have resulted in numerous recommendations for improvement in administration of the school. Some of these recommendations have already been implemented by the school.

With this report, the Office of Attorney General concludes its criminal investigation into the allegations of criminal activity at the Wahpeton Indian School.

Although the primary role of the Office of Attorney General has been to investigate allegations of certain criminal activity and resolve jurisdictional issues, we have also become involved in the issue of how problems at the school could be solved. To this end, this report also identifies the causes of the problems and possible solutions.

II. CRIMINAL INVESTIGATION.

Attached to this report is a summary of the Bureau of Criminal Investigation's (BCI) investigation of the Wahpeton Indian School. This summary highlights the reports of numerous investigations and interviews. The following major problems were identified:

1. Staff to student physical assaults;
2. Student to student physical assaults, including two reports of serious sexual assault which occurred outside of North Dakota;
3. Huffing of chemicals, including glues and gasoline; and blocking, a form of oxygen deprivation;
4. Gang activity.

Also attached is a copy of a letter sent by State's Attorney Earle "Bud" Myers, concluding that criminal prosecutions will not be pursued.

The reasons prosecution could not be pursued varied from case to case, but include:

(1) lack of jurisdiction over the alleged sexual assaults which occurred in Minnesota and South Dakota;

(2) unavailability of witnesses;

(3) conflicting testimony of witnesses;

(4) desire by some parents of students that investigations and charges not be pursued;

(5) lack of evidence and, in some cases, of sufficient physical injuries to support assault charges; and

(6) reluctance on the part of some victims and victims' families to become involved in criminal proceedings.

III. CAUSES OF THE PROBLEMS.

A. Shifting Federal Policies and WIS

To understand the current problems at WIS, it is necessary to first understand the origins and history of WIS. The Wahpeton Indian School was created in 1904 by an act of Congress. Act of April 21, 1904, ch. 1402, 33 Stat. 189, 215. The act creating WIS occurred in the middle of the period of allotment and assimilation, which began in 1887 with enactment of the General Allotment or Dawes Act, and ended in 1934 with enactment of the Indian Reorganization Act. The Dawes Act allowed the President to divide tribal lands into separate parcels or allotments and then transfer them to individual tribal members. Excess or "surplus" lands on reservations were then sold to non-Indians. "The objectives of allotment were simple and clear-cut: to extinguish tribal sovereignty, erase reservation boundaries, and force the assimilation of Indians into the society at large." County of Yakima v. Confederated Tribes and Bands of Yakima Indian Nation, 502 U.S. _____, 112 S. Ct. 683, 686 (1992).

To further the goals of assimilation, Indian children were removed from their tribal and cultural heritage and placed in off-reservation boarding schools with the goal of absorbing the children into mainstream society. WIS was placed in a non-Indian community in 1904 partly because of this policy of removing Indian children from their homes, parents, extended family, and heritage in an attempt to more quickly "assimilate" them into non-Indian society.

In 1934, federal policy shifted away from assimilation. This shift followed the 1928 Meriam Report, a survey of social and economic conditions of the American Indian, prepared by the Brookings Institute, under the direction of Lewis Meriam of the University of Chicago. The major findings of the Meriam Report were that: (1) Indians were excluded from the management of their own affairs; and (2) Indians were receiving poor quality services (especially in the areas of health and education) from the public officials who were supposed to satisfy their needs.

The Meriam Report also addressed Indian boarding schools. A 1969 Senate subcommittee summarized these findings:

> The report was highly critical of boarding schools, both because of their inadequate facilities and the manner in which they were operated. It condemned the practice of taking children from their homes and placing them in off-reservation boarding schools. It stressed repeatedly the need for a relevant instructional curriculum adapted to the individual needs and background of the students. It chided the schools for failing to consider or adapt to the language of the child. It asked why Indians could not participate in deciding the direction of their schools. And it suggested that public schools, with their traditional curriculums, were not the answer either.
>
> "The most fundamental need in Indian education," according to the report, "is a change in point of view." The Indian family and social structure must be strengthened, not destroyed. The qualifications of teachers in Indian schools must be high, not poor to average. The Federal school system must be a model of excellence.[1]

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[1] Special Subcommittee on Indian Education, Committee on Labor and Public Welfare, "Indian Education: A National Tragedy - A National Challenge, " S. Rep. 501, 91st Cong., 1st Sess. (1969), p. 13. This report's summary of WIS's history is based in part on this Senate report as well as Felix S. Cohen, Handbook of Federal Indian Law 47-206 (1982 Ed.) and Conf. of W. Attorney General, American Indian Law Deskbook 1-27 (1993).

In the early 1950's, federal Indian policy shifted to a policy of termination. The legislative base for the termination policy was Public Law 280. Passed in 1953, PL 280 transferred federal jurisdiction over law and order on Indian reservations to individual states. In furtherance of the termination policy, Congress passed House Concurrent Resolution 108, which called for the end of federal services to Indians.

Public Law 280 was amended in 1968 to require approval of tribal members as a condition precedent to further extensions of state adjudicatory authority into reservations in states like North Dakota where the state legislature had not already assumed adjudicatory jurisdiction.

In 1969, the portion of S. Rep. 501 (See footnote 1) regarding federal Indian boarding schools outlined problems similar to those at WIS. The report noted that the Senate subcommittee "has become concerned about the psychological ramifications stemming from the Indian boarding school" (p. 253) and that it has "become obvious" that "the well-adjusted child is scarcely found in the average boarding school population." (p. 254) Among the criteria used for admission of children to boarding schools was "[t]hose who are rejected or neglected by their families and for whom no suitable alternative care can be made" and "[t]hose whose behavior problems are too difficult for solution by their families or through existing community facilities..." (p. 254)

The report continues (p. 254):

> The undesirable results of these criteria being applied in the local communities is a heavily weighted proportion

> of students who are assigned, usually by a community social worker, for social reasons. The distressing fact, repeatedly emphasized in the evaluations, is that the desperately needed special services required by the students with social problems are virtually nonexistent. The schools, in other words, are not responding to the many special needs of the students -- presumably the needs for which they are sent to the school.

This portion of S. Rep. 501 also contains the following comments on administrative problems relating to boarding schools:

> Administrative problems associated with the off-reservation boarding schools are many. One of the most basic is the confusion over goals established by the BIA as to Indian education as a whole, and where the individual school fits into this picture. *Administrators seem to realize that the schools have become a dumping ground for problem students*, but feel helpless either to work toward solving the problems of the student, or toward finding adequate personnel to work toward their solution.

(Emphasis supplied.)

Two acts of Congress have been passed since 1969 to attempt to alleviate the problems outlined: the Indian Child Welfare Act of 1978 (25 U.S.C.C. §§ 1901 et seq.), which limits the power of state courts to adjudicate child custody proceedings involving Indian children, and the Indian Self-Determination and Education Assistance Act of 1975 (P.L. No. 93-638, 88 Stat. 2203 (1975)) (codified in part at 25 U.S.C. S. §§ 450-450n), as amended in 1988 (P.L. No. 100-472, 102 Stat, 2285 (1988)) (codified in part at 25 U.S.C.S. § 450-450n and *see also* 25 U.S.C.S. §§ 2501 et seq.),

The Indian Self-Determination and Education Act requires the Secretaries of Health and Human Services or of the Interior to contract with tribes for the purpose of providing services that previously had been provided by those federal agencies. The tribe makes the request to the appropriate Secretary by tribal resolution. The federal government then enters into a contract with the tribal government within 60 days of receipt of the resolution and contract proposal unless the affected Secretary concludes one of the following applies: (1) the service to be rendered the Indian beneficiaries of the particular proposed program or function will not be satisfactory; (2) adequate protection of trust resources is not assured; or (3) the proposed project or function cannot be properly completed or maintained by the proposed contract. 25 U.S.C.S. §§ 450f(a)(2) and 2501-2511.

Pursuant to the provisions of the Indian Self-Determination and Education Assistance Act, the Wahpeton Indian School was converted from a BIA school to a grant school on July 7, 1993. The Red Lake Chippewa Tribe of Minnesota presented the tribal resolution to the Secretary of the Interior asking for the grant status.

Some argue that the school's switch from a BIA school to a grant school is the cause of the school's current problems. In response, it must be remembered that the school had serious problems while under BIA control. On the other hand, others argue that the problems are the result of BIA control of the school. This claim is equally without merit. These arguments are unfortunate because they attempt to assess blame, a practice which is one of the biggest obstacles to resolving problems at the school. The "Blame Game" places all governments and agencies in defensive positions and makes constructive agreement and resolution of the problems nearly impossible. Further, this discussion ignores facts and diverts attention from meaningful analysis.

B. WIS Student Population

WIS is the only remaining off-reservation boarding school for elementary students in the United States. As such, the school has become a "last resource" for many students who have behavior problems too difficult to be solved by their families or through existing reservation or community facilities.

1. **Special problems of Indian children.**

Statistics from the 1990 Indian Health Service (IHS) Trends Data Book show accidents, suicide, and homicide as the leading causes of death for Indian youth in the 15-24 year old age group. Death rates are higher for American Indian youth than for the U.S. All Races population of the same age group. There is a ratio of 1.5 deaths for all Indian youth in the 15-24 age group (157.5 deaths per 100,000 population each year) as compared to the annual death rate of the United States All Races population for the same age group (102.3 deaths per 100,000 population each year), or 50% more than the national average. The ratio of Indian youth deaths caused by accidents (1.7) and suicide (1.8) exceed the national averages for the same age group to an even higher degree. Deaths due to chronic liver disease and cirrhosis, to complications of pregnancy, childbirth, and puerperium also occur at a higher rate in American Indians in the 15-24 year age group than in the U.S. All Races population of the same age.

The Boarding School Student Profile for WIS for the period from September 1, 1993, to November 30, 1993, reflects in a more concentrated manner, and in a younger population, these national trends. The Student Profile shows an extremely high level of special needs within the student body of the school (age range 7-16 years old). See Exhibit "A". The profile, covering 277 students, reveals that:

95% suffer from low self-esteem;

84% have problems with cultural identity;

84% have needs related to gang education and prevention;

69% are dealing with peer trauma;

65% are dealing with trauma in the family;

28% are dealing with a recent death in the family;

50% of the students have a history of sexual abuse;

44% have a history of emotional or psychological abuse;

35% have a history of physical abuse;

54% suffer from depression;

29% have suicidal ideation;

7% have actually made suicide attempts;

80% have a history of school truancy;

40% have a history of absenteeism;

95% are in need of basic skills in reading, writing, and math;

80% have a diagnosis of Fetal Alcohol Effect;

40% have a diagnosis of Fetal Alcohol Syndrome;

75% have problems relating to inhalant abuse in the form of huffing and sniffing;

65% are in need of some type of inpatient treatment for alcohol and substance abuse; and

16% are severely emotionally disturbed.

The combination of high levels of student needs and the lack of adequate staff, facilities, and resources is the primary cause for the current problems at WIS. This is not to say that conditions at the school could not be improved by additional staff training, improved administration of the school, and additional funding and resources. However, long term solutions to the students' problems must be aimed at the underlying causes of the problems: alcohol use and abuse during pregnancy; high birth rate among young, single mothers; abuse and trauma in early childhood; and lack of resources to deal with these problems within Indian families and on Indian reservations.

2. Changing nature of WIS student population.

The nature of the student population at WIS has changed in the past few years. The reason for these changes should be further studied and reviewed. However, several possible causes for the changes at WIS have been suggested.

First, other off-reservation elementary boarding schools have either closed or changed, leaving WIS as the only alternative for some students.

Second, the Indian Self-Determination and Education Assistance Act results in both families and tribes keeping young students with less severe problems at home and in their communities, leaving only those children with severe problems as potential students of WIS.

Third, single parent and teenage pregnancies remain a growing problem, as does alcohol use and abuse during pregnancy.

A review of the Wahpeton Police Department's logs for each of the last three years provides further information about the change in the student body. By far the most often reported problems to police are absences without leave or AWOL's. The Wahpeton Police summary from September 1991 to June 1992 shows 287 AWOL's, with the highest frequency of this problem in the fall, and a second wave of AWOL's when the weather warms up in the spring. The police summary from September 1992 through March 1993 shows 394 AWOL's in a two-month shorter period of time. The police summary from September 1, 1993, to November 17, 1993, shows 246 AWOL's and 42 runaways in that two and one-half month period of time. In fairness it must be noted that this is the period of time when the highest number of AWOL's usually occur at the school.

From September 1, 1993, to November 17, 1993, Wahpeton police received referrals for 21 assaults involving WIS and its students. This compares to 14 referrals for assaults from September 1992 through March 1993, and 5 referrals for assaults from September 1991 through May 1992. Although the increase in numbers of AWOL's and assaults appear to be significant, the reasons for the increases are not clear. Possible causes could be any one or a combination of the following: (1) a decrease in supervision and discipline at the school; (2) a change in reporting policies; (3) more staff available to discover and report AWOL's and assaults; or (4) the closing of other boarding schools, increasing the percentage of students with serious problems at the school.

On the other hand, local law enforcement officials believe that, although no year-to-year figures are available, pregnancies and auto thefts have decreased. No reports of pregnancies or auto thefts have occurred in the current school year at WIS.

In response to the problems with assaults and AWOL's, WIS has recently instituted an Honor Dorm program and a new juvenile detention policy. WIS reports that these efforts have reduced both AWOL's and student-on-student assaults. While promising, these programs must be analyzed for a longer period of time before final conclusions can be drawn.

As recognized by WIS, problems with control and discipline of the student body can be greatly reduced if an annual pattern at the school is changed. In explanation, the largest numbers of AWOL's occur at the beginning of each school year when large numbers of new students and staff are adjusting to their new environment. This period of disruption could be reduced by: (1) stabilizing the student population; that is, having a larger percentage of the students returning from year-to-year; (2) stabilizing the staff; and (3) switching to a twelve month program, thereby eliminating the influx of a large number of new students. In addition, a twelve month program would allow treatment and counseling to occur without disruption and would allow the school to serve a smaller number of students at any one time while not reducing the total number of students served by the school in a school year.

Starting the school year with a larger number of students and then sending home the students who are causing the most problems, which is the current practice, causes an unnecessary period of disruption at the beginning of each year until the student population is reduced to a manageable size and composition.

C. Recent Changes in Staff and Administration.

In the fall of 1992, 66 persons were on staff at WIS. The staff at the school was increased during the 1992-93 school year so that by the spring of 1993 WIS employed 87 persons. After converting WIS to a grant school on July 7, 1993, the staff increased to 152 by the fall of 1993.

The massive increase in staff at the school was not accomplished without problems. Records and background checks for five of these new employees failed to reveal existing felony records. A new employee with a criminal record for felony assault is alleged to have committed several acts of use of excessive force or inappropriate discipline against students of the school. In interviews with the North Dakota Bureau of Criminal Investigation, several students confirmed that these assaults occurred. This employee has since resigned, as have other employees with felony records.

Performing adequate background checks and adequate employee training are among the most important responsibilities of the WIS superintendent and board. The statement in the 1928 Meriam Report is as true today as when it was made: "The qualifications of teachers in Indian schools must be high, not poor to average."

Mixing students who have many special needs and vulnerabilities with staff who are inadequately trained or who have histories of violence or criminal behavior is a formula for disaster. The superintendent and the board are responsible for hiring and supervising employees. When things go wrong, the administration must take responsibility and must take initiative to identify the problems and make the corrections.

Some believe that the simple solution to the school's problems is to change management. This belief is supported by completed reports which provide almost 100 recommendations for improvement of the administration of the Wahpeton Indian School. In further support, the school administration's response to reports of problems has often been to demean the messenger. That attitude has created a fearful atmosphere at the school and does not encourage effective reporting of abuse or communication with staff or students. Consequently, it is no wonder that problems have largely gone unreported or ignored.

However, it is dangerous folly to assume that the problems will disappear with a change in administration. The root cause of the school's long term problems is that the school is not adequately equipped nor effectively staffed to properly educate or treat its unique student population. Until that cause is properly addressed, the problems will continue.

III. CLEAR IDENTIFICATION OF THE MISSION OF THE SCHOOL

As stated earlier, as the last off-reservation elementary boarding school in the United States, WIS has become the only alternative for problem students. WIS has not developed a clear mission for the school, thereby enabling the school to succeed in the areas where BIA boarding schools have traditionally failed.

S. Report 501 stated in 1969 of BIA boarding schools (p. 256):

> At the risk of oversimplification, there appear to be two related problems: the amount of confusion permitted to exist around the purpose for which these schools exist, and the consequent inability of anyone to develop an adequate program under these circumstances.

(Emphasis supplied.)

In 1969, S. Report 501 suggested the following approach to boarding schools:

> The situation demands imaginative and cooperative child health, welfare, and education programming at the local level. Fragmentation of effort is rampant and the power structure is well established. Still, if more effort were concentrated there, the division of education might receive the help it needs to focus on a role for the boarding schools with more obtainable objectives and programs to meet them. If it is not, they must surely continue their muddled existence.
>
> The high mobility rate, and the lack of adequate records, only add to the crush of administrative problems. Even if a confusion of goals is evident, each teacher could work with each student at the level of the student's particular ability. However, if no records accompany the student, his past history is not available to provide the staff with the insight necessary for even a rudimentary beginning. (p. 257).

Grant status arguably gives the WIS board and administration the flexibility needed to develop imaginative and cooperative child health, welfare, and education programming.

In exercising its flexibility, the school can look to past identifications of the type of school needed to meet the needs of the students. S. Report 501 said in 1969 (p. 259):

> The many psychological problems which are manifest in the student behavior and attitudes have brought many to recommend that the off-reservation boarding school be changed to a residential treatment center. These centers could be appropriately staffed with clinical personnel to deal with psychological problems, and highly trained teachers to provide the compensatory assistance which could bring achievement levels closer to national norms and allow a satisfactory preparation for additional post-secondary education (college or vocational school) or satisfactory employment. One center's principal contribution could be to treat the problems of those with serious psychological problems differently from those who have developed comparatively minor problems as a result of constantly failing in school or having dropped out or been pushed out of public school. Substantial progress toward proper individual adjustment will reap untold progress in the academic and social futures of the students.

Drafts have been circulating within the BIA since at least 1980 concerning alternatives to Indian boarding schools. See attached Exhibit "B." However, as this draft warns, "an underfunded and understaffed model should not be attempted."

The residential treatment center model would treat the special needs of the student as effectively and quickly as possible so that the student could return to his or her home, parents, extended family, community and cultural heritage. However, without adequate planning and resources, there will be little change from the current function of the school, which is a custodial institution for troubled children who have no place else to go.

It is important to note here the difference of opinion between the WIS board and the state concerning what levels of public scrutiny should be applied to the WIS school and its administration.

The WIS board makes many valid points about the difficult problems that must be overcome in administration of the school and the complications of unyielding public scrutiny. There appears to be inadequate funding and resources to provide needed services to the student population. Intense public scrutiny stigmatizes a very vulnerable group of students and reinforces stereotypes in the general public's minds that Indian peoples have been struggling for decades to overcome. In addition, the board finds it difficult to function when every move it makes receives front page attention.

The WIS board cannot be expected to immediately solve all the problems at the school. It is the board's position that the conditions at the school, though less than they ought to be, are still superior to the conditions many of these students experience at home. Until a better alternative is available to these students, the board's position is that the school must remain open. Public scrutiny threatens that probability.

We share the WIS board's concerns that public scrutiny may stigmatize the school and its students. However, it is our belief the WIS board is in the current dilemma partly because problems at BIA boarding schools have been swept under the rug and away from the public for such a long period of time. WIS's problems are unlikely to receive adequate public funding until the public is made aware of the problems and solutions. While this public scrutiny may be painful for the board, the superintendent, and the students, it is perhaps the only way those problems can begin to be resolved.

WIS is presented with three options: (1) change the makeup of the student population; (2) convert the school to a residential treatment facility; or (3) discontinue operation of the school.

In analyzing the viability of option 1, the school should be evaluated to determine, given current staff and facilities, the type of student which can be educated in the school. Admissions criteria and enrollment limits should be established based on that review. If, using admission criteria, the school attracts a sufficiently large student population to keep the school financially viable, the bulk of the problems are solved. However, if, as we suspect and have earlier stated, students who meet the admissions criteria are better and more appropriately served in their reservation schools or other public schools, a decision must be made regarding whether or not to convert the school to a residential treatment center.

Before the decision is made to convert the school to a treatment facility, bridges between the Indian and non-Indian communities, entities, and governments must be built, and cooperative agreements must be reached. To be successful, the school must have the support of not only the federal and tribal officials, but also the community of Wahpeton. The remainder of this report will consist of identifying areas where agreement must be reached and suggesting possible terms of that agreement.

IV. AREAS OF AGREEMENT SHOULD BE REACHED.

A. Jurisdiction.

Jurisdictional issues between the WIS board, the federal government, the state, and the 36 tribes which presently have students at the school must be resolved. Because of the unique facts at WIS, litigation over jurisdictional issues likely would be long and protracted. A possible, perhaps even likely, outcome of such litigation is that neither the WIS Board, the federal government, nor the state have exclusive authority over all matters related to the school. Rather, jurisdiction over WIS will be divided, in some form, between the WIS board, the federal government, and the state. Federal, state, tribal, and local entities should make every effort to negotiate and reach agreement before investing a massive amount of time and resources in attempting to resolve these issues through litigation.

The district court for Richland County recently issued a memorandum opinion in Allery, et al. v. Hall and W.I.S., Civil No. 93-280. It held, among other things, that the provisions of N.D.C.C. ch. 50-25.1 apply to WIS. Chapter 50-25.1 regards reporting and investigation of child abuse and neglect. The Office of Attorney General filed an amicus brief in that action on behalf of the State of North Dakota. The state took no position on the underlying merits of that case, but simply argued that state law does apply to WIS. Nowhere does the state's amicus brief take the position that state jurisdiction at WIS is exclusive.

It is imperative that the roles and responsibilities of each government and entity be quickly defined. Confusion and lack of definition of the roles and responsibilities of each government have undoubtedly contributed to the problems at WIS.

Federal, state, tribal and local agencies and entities all bear some of the responsibility for allowing the problems at WIS to develop and continue. Playing the "blame game" of who is most responsible is counterproductive to negotiation and agreement. The goal of the agreement should be to define the responsibilities of each agency and entity, and then to work out legal and practical solutions for the federal, state, tribal, and local entities to work together to accomplish the mission of the school.

The federal government, the tribal school board, and the state are best served by focusing on practical solutions rather than state and tribal sovereignty. A solution is possible since the goal of all entities is the same -- to serve the students at WIS.

B. Areas where agreements must be reached and the necessary parties.

The following discussion presents the areas where "networks" must be established to provide adequate services and support to WIS. Although the WIS board will be the key participant in all of these negotiations, all the parties described below must be included for the "networks" to properly function.

1. Abuse and neglect reports and investigations.

Because there is no BIA office or tribal government in the Wahpeton community, the logical choice to conduct child abuse investigations is the North Dakota Department of Human Services.

To ensure abuse and neglect reporting, it is imperative that the reporter be assured of confidentiality and freedom from retaliation. Without that, there is a chilling effect on reporting, and, for the investigation process to have teeth, the investigator must have the authority to take corrective action if matters do not improve.

As an alternative or modification, a combined federal-state-tribal child protection team, much like the county child protection teams set up under N.D.C.C. ch. 50-25.1, should be explored in negotiations. Attached as Exhibit "D" is an agreement dealing with abuse and neglect reports used by the Chemawa School in Oklahoma. This agreement is a useful starting point.

Parties to such agreement should include: BIA, state, WIS board, and Richland County.

2. Criminal jurisdiction -- misdemeanor and felony.

Again, it is impractical for either the BIA, any tribal government, or the United States Attorney's Office to provide investigation and prosecution services in Wahpeton. The practical solution is to use local law enforcement and the juvenile court system in Richland County. Although this is being done now, it has not been effective. In explanation, the process breaks down at two stages: the investigatory stage, when students are sent home before investigations are completed; and the disposition stage, when students are sent home after adjudication, but there is no follow up in the treatment-counseling-restitution-community service phase of the juvenile process. Juvenile law is designed to provide treatment and rehabilitation, not punishment. The whole process becomes meaningless if the court and the custodial parent or guardian do not follow through with the disposition phase of the juvenile proceeding.

During negotiations, the possibility of WIS hiring one or two juvenile probation officers who are also licensed peace officers should be discussed. Such person(s), if deputized by the Wahpeton Police Department and the Richland County Sheriff's Office, make arrests and help conduct investigations. Most importantly, such structure would ensure that court ordered treatment, counseling, restitution, and community service is completed.

Tribes should also consider recognizing adjudications by the state juvenile court. This will ensure that appropriate documentation and services are provided when a child is sent back to a reservation after adjudication. Agreement regarding juvenile adjudications must also address the transfer of a juvenile to adult court. Agreements also should be negotiated to determine who investigates and prosecutes various crimes committed by adults on the WIS campus.

Parties to an investigation and prosecution of criminal acts agreement should include: U.S. Attorney, BIA, WIS board, state, Richland County (sheriff, state's attorney, juvenile court supervisor), City of Wahpeton (police department and city attorney), and tribes with students at the school.

C. Unruly acts - runaways.

Same as for criminal jurisdiction.

In addition, efforts identified earlier in this report concerning stabilizing student population and switching to a twelve month program must be further developed and discussed.

D. Records and admission process.

The following records and documents should be maintained for each child at the school when that student is accepted for enrollment:

i. school records;
ii. tribal court placement papers;
iii. social summary;
iv. medical history and records;
v. evaluation by licensed professionals;
vi. custody, power of attorney, and any waivers agreed upon by WIS board, tribe, and custodial parents or guardians so proper medical, court, and other services can be administered.

Transfer of copies of tribal court records to and from juvenile court should be negotiated, with appropriate recognition of confidentiality. Parties to such an agreement should include: Richland County, WIS board, tribes, BIA, and custodial parents or guardians.

E. Administration, oversight, and funding.

The mission of the school must be clearly defined. WIS must not be required to take students it is not equipped to serve.

Staff must be adequately screened and trained.

The administration must be held accountable.

Outdated funding formulas should be discontinued. Adequate funding for WIS must be provided, including funding for any necessary services.

Congress, BIA, WIS board, and state must agree on proper monitoring and oversight of the school.

IV. CONCLUSION.

The purpose of this report is to initiate discussion on how best to solve the problems identified at the Wahpeton Indian School. The proposed solutions to various problems are intended as starting points for discussion, not final positions. All entities must work together if these problems are to be resolved quickly and in a way that addresses the needs of the students enrolled in the Wahpeton Indian School.

MEMORANDUM

TO: Attorney General Heidi Heitkamp

FROM: Chief Agent Richard Olson
Bureau of Criminal Investigation

RE: Summary of BCI Investigation into Alleged Criminal Activity at the Wahpeton Indian School

DATE: February 23, 1994

The following is a summary of the BCI investigative activities to date regarding the Wahpeton Indian School Investigation.

1. On November 14, 1993 S/A Dan Hocking received a phone call from Detective Don Hukee of the Wahpeton Police Department regarding allegations of abuse of students by staff members at the Wahpeton Indian School. S/A Hocking requested a copy of the report.

2. On November 15, 1993 S/A Hocking received the report from Detective Hukee and the report was given to C/A Richard Olson for his consideration.

3. On November 29, 1993 S/A Hocking and S/W Judy Wasness were informed that jurisdictional problems have been addressed and jurisdiction resides with City of Wahpeton, County of Richland and the State of North Dakota. S/A Hocking and S/W Wasness were assigned to assist Detective Hukee investigate the allegations of abuse at the Wahpeton Indian School.

4. On November 30, 1993 S/A Hocking and S/W Wasness met with officials from the FBI, Wahpeton Police Department, Richland County Social Services and States Attorney's Office. Arrangements were made with Attorney Tracy Lindberg to interview the staff members of the school. Attorney Lindberg is representing several staff members.

5. On November 30, 1993 S/A Hocking and S/W Wasness interviewed John Allery, a counselor at the Wahpeton Indian School. Mr. Allery stated that the school lacks any discipline or policies regarding issues at the school. He cited the following examples:

    a. He and family were threatened by a student, [redacted], however, no action has been taken by the school administration to get [redacted] into psychotherapy as recommended by a psychiatrist. [redacted] is considered a very dangerous and angry young man.

b. Student [redacted] was beaten by gang members. Although Allery reported abuse to the administration, no action was taken against the attackers and [redacted] was returned to her home in Browning, MT. Allery stated it was common practice to sent students home rather than address problems.

c. He stated that he is aware of students not receiving adequate medical care.

d. He stated that drugs including inhalants are a problem at the school, however, the administration refuses to address the problem. There are no drug/alcohol programs at the school to deal with the problem.

6. On November 30, 1993 S/A Hocking and S/W Wasness interviewed Deb Roberts, an academic counselor at Wahpeton Indian School. Ms. Roberts related the following abuses:

a. Student [redacted] told her that a male student [redacted] forced himself on her on Halloween night while both were at a faculty member's home.

b. Students are improperly clothed; without winter clothing or coats.

c. Counselors have been told to falsify student records to obtain more funding for the IRG program.

d. Students are counted as present at school when they are have been absent from the school for weeks or months.

e. The school has no policy on dealing with students fighting among themselves. On some occasions staff are told they cannot physically separate students and at other times they are told they must physically separate students.

f. She has observed a dorm matron slap a female student. She has also heard dorm matrons verbally abuse students.

g. She has concerns about the medical attention students receive. One student's heart stopped and diagnosis was severe malnutrition. The dorm mother had been aware that the student had not eaten for over a week but took no action.

h. She stated that teachers are teaching classes they are not certified to teach. Several counselors are also not certified.

7. On December 1, 1993, S/W Wasness met with [redacted] student at Wahpeton Indian School. [redacted] has a chronological age of 14 with a mental age of 8/9 by WISC-R III standards.

[redacted] stated that she was sexually assaulted by a 15 year old male student [redacted] on Halloween night while she was at a staff members home in Sisseton, South Dakota. [redacted] stated that she is afraid of [redacted] and his friends.

Approximately 3 hours after the interview, S/W Wasness was advised that [redacted] had been attacked at the school by friends of [redacted]. [redacted] managed to get away from her attackers and was not injured.

8. On December 1, 1993 S/A Hocking interviewed Peggy Carlson, Richland County Superintendent of Schools. Ms. Carlson reported that her records show only 2 staff members at the Wahpeton Indian School have licenses although Wahpeton Indian School Director Robert Hall stated all his counselors were licensed at a public hearing meeting earlier this fall.

9. On December 1, 1993 S/A Hocking interviewed Jodi Shorma at the Wahpeton Police Department. Ms. Shorma is a teacher at the Wahpeton School of Science and she and her family live close to the Wahpeton Indian School. Ms. Shorma stated that gangs of students from the Indian School would come by her house during the summer. She was afraid to let her children play outside for fear something would happen to them.

Ms. Shorma stated that she has heard that medical care has gone up at the school and that the school now has problems with gangs.

10. On December 1, 1993 S/A Hocking interviewed Faye McElroy, a matron at the Wahpeton Indian School. Ms. McElroy related the following abuses at the school:

a. She observed a girl huffing glue in the student's room. The girl came out of the room and threw a knife at her.

b. She stated that approximately 50% of the students buff and "block" at the school. She relates that blocking occurs when a student chokes himself with a belt to get high. She has observed many students with belt marks around their necks.

c. She is aware of a sexual assault of a female student by a Mexican in Breckenridge, MN. This is currently being investigated by Breckenridge Police Department.

d. Meals at the school are terrible and she has observed unclean silverware and plates.

11. On December 1, 1993 S/A Hocking and S/W Wasness interviewed Louise Owens at the Wahpeton Police Department. Ms. Owens had worked at the Wahpeton Indian School as a counselor from August to October, 1993 but resigned because of abuses at the school and lack of administration to address problems.Ms. Owens reported the following abuses she has observed at the Wahpeton Indian School:

a. Students do not have adequate clothing. She has observed students standing outside with a blanket wrapped around them. She has also observed students going to classes between buildings without shoes on during the winter.

b. She was told to bring her children for count day although they were no longer enrolled as students.

c. She has observed several verbel and physical assaults of student/student, student/staff, and staff/student.

d. She is concerned about health care of students. Nurses are directing matrons to give out medication. Medication belonging to one student is given to other students. There is no policy on how to deal with sick students and she has observed sick students being pulled out of their beds to attend school.

12. On December 1, 1993, John Allery gave S/A Hocking 3 knives he took from students at the school.

13. On December 1, 1993, S/W Wasness interviewed Irene Marie Bear Runner, a counselor technician at the Wahpeton Indian School. Ms. Bear Runner related the following abuses at the school:

    a. She has heard verbal abuse of students by staff members. She has observed medical abuse of students and related an incident of a student given another students medication and the students having difficulty breathing afterward.

    b. Student records are incomplete and do not include medical problems or immunization records.

    c. She is concerned about nutritional needs of students. She has not seen any raw vegetables and very little fresh fruit. The diet is high in starch and carbohydrates.

14. On December 16, 1993 S/A Ron Krivoruchka interviewed [redacted], a former student of the Wahpeton Indian School, at the Mandaree, ND school. [redacted] related the following abuses:

    a. Dorm matron Mr. Warrez grabbed him by the neck and threw him up against a wall. He turned his head and struck the wall on his left side causing a lump on his head. He also saw three (3) other students get thrown against the wall by Mr. Warrez.

    b. The matrons would play with the students "swirling" them. He explained swirling as the matrons grabbing students by the legs, putting their heads in the toilet and flushing the toilet.

15. On December 16, 1993 S/A Ron Krivoruchka interviewed [redacted], a former student of the Wahpeton Indian School, at the Mandaree, ND school. [redacted] related the following abuse:

    a. Mr. Warrez pushed his head into a wall where he bumped his head on a thermostat. Warrez also was cussing him out. He also observed Warrez do this to other students.

    b. He witnessed dorm matron Crawford push a student down and kick him.

16. On December 16, 1993 S/A Ron Krivoruchka interviewed [redacted], a current student at the Wahpeton Indian

School. Louise indicated the following abuses:

a. Ms. Peltier grabbed her by the shirt causing her to get a cloth burn around her neck.

b. She observed three (3) girls get beat up by a gang of girls. One (1) girl landed in the hospital with a broken nose.

17. On January 13, 1994 S/A Dick Rolle interviewed [redacted], a student at the Wahpeton Indian School. [redacted] related the following abuse:

a. Dorm manager David Keehn grabbed her by the arms and shook her causing an injury to her jaw area.

18. On January 13, 1994 S/A Dick Rolle interviewed [redacted], a former student at the Wahpeton Indian School. [redacted] related the following abuse:

a. Dorm matron Blaine Buss grabbed him by the shoulder and kicked him in the butt. He has also observed one (1) other student treated in this manner by Mr. Buss.

19. On January 13, 1994 S/A Dick Rolle interviewed David Keehn, a dorm manager at Wahpeton Indian School. Mr. Keehn admitted to grabbing [redacted] by the shoulders and upper arms and shaking her.

20. On January 14, 1994 Bureau of Indian Affairs Criminal Investigator William Falls Down interviewed [redacted], a former student at Wahpeton Indian School, at Poplar, Mt. [redacted] related the following abuse:

a. Dorm matron Blaine Buss threw him against his bedroom wall and hit him in the face causing a red mark on his face.

21. On January 13, 1994 S/W Wasness contacted William Powell via telephone for permission to interview his daughter [redacted] regarding alleged abuse while she was a student at Wahpeton Indian School. Mr. Powell refused permission to interview [redacted] stating that [redacted] has returned to the Wahpeton Indian School and has assured him that any problems in the past have now been taken care of.

22. On January 22, 1994 S/A Dick Rolle interviewed Blaine Buss, a dorm matron at the Wahpeton Indian School,

regarding reports that he had assaulted students at the school. Mr. Buss denied that at no time has he ever kicked, hit, or treat [redacted] harshly. He did state that he has escorted [redacted] to his room but he did this in a gentle manner.

23. On January 22, 1994 S/A Dick Rolle interviewed Janice DuBois, a counselor at the Wahpeton Indian School. Janice was present during the altercation between [redacted] and David Keehn. Ms. DuBois stated that she did observe Mr. Keehn grab [redacted] by the shoulders and shake her but that [redacted] behavior was out of control at the time and she was acting violently.

24. On January 22, 1994 S/A Dick Rolle interviewed Jeffrey Lilley, a dorm matron at the Wahpeton Indian School. Mr. Lilley was present during an alleged assault of [redacted] by Blaine Buss. Mr. Lilley stated that he did observe Buss escort [redacted] to his bed by placing one arm on [redacted] shoulder and the other on [redacted] arm, however, at no time did he observe Buss kick or manhandle [redacted].

25. All reports have been distributed to law enforcement, prosecutors, social services, and the FBI.

Exhibit "A"

BOARDING SCHOOL STUDENT PROFILE

ASSESSMENT OF STUDENT NEEDS/PROBLEMS

e of School: Wahpeton Indian School Date February 17, 1994
dress: 832 8th St. N., Wahpeton, ND 58075
ne Number: 701 - 642 - 3796
son(s) Completing Profile: Academic & Counseling Staff N=15

How many total number of students enrolled in your school from September 1, 1993 to present ember 30, 1993) have need for program/staff services in the following service areas/categories:

SOCIAL

N = 277

Student Need(s)	Total Numbers Needing Service
ntervention/Prevention - Violent Behavior	65%
Constructive use of Leisure Time	91%
Movement from School to School without regard/consideration of consequence	76%
Sexual Identity	58%
Problems with Cultural Identity	84%
Parenting Skills (is an adolescent parent)	47%
Solo Parent Program	50%
Lack of Adult Nurturing	84%
Interpersonal Relationships (boy/girl/peer)	90%
Interpersonal Relationships (student/adult)	91%
Social Interaction Skills	90%
Problem Solving/Decision Making	91%
Surrogate Family Participation	68%
Self-Discipline	91%
Experience Racism	82%
Is Racist	49%
InterTribal Conflicts	46%
Employment	58%
Money Management	77%
Gang Education/Prevention	84%
Other	

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EMOTIONAL

Student Needs/Problems	Total Number of Students Needing Service
Severely Emotionally Disturbed	16%
Behavior Management Problems	66%
Depression	54%
Suicidal Ideation	29%
Suicide Attempts	7%
Suicides Completed	0%
History of Physical Abuse	35%
History of Emotional/Psychological Abuse	44%
History of Sexual Abuse	50%
Low Self-Esteem	95%
Unresolved Grief	63%
Anger Management	86%
Difficulty Identifying Feelings	90%
Handling Feelings Effectively	80%
Impulse Control	86%
Seeks Immediate Gratification	79%
Dealing with Recent Death in Family	28%
Dealing with Trauma in Family	65%
Dealing with Peer Trauma	69%
Types of Trauma:	
e.g. loneliness, fighting (to gain acceptance),	
gang issues, etc.	
Other Emotional Disturbances:	

ACADEMIC DEFICIENCIES

Student Needs/Problems	Total Number of Students Needing Service
Tutoring - School-wide	
Academic (during school)	96%
Residential (after school)	95%
Vocational Education	95%
Basic Skills (Reading, Writing, Math)	95%
Career Education	90%
Application of Academic Skills	96%
Study Skills	95%
How to Implement & Attain Goals	95%
Bilingual Instruction	90%
English Language Skills	96%
Apprentice/Work Study Program	90%
Self-Directed Learning/Independent Study	95%
Cultural Studies (Expand)	90%
Adult Living Skills -- How to cope in the "real" world	96%
Post High School Transition	90%
Economic Development -- Establish Business Partnerships	90%
Truancy	80%
Absenteeism	60%
Other:	

HEALTH/PHYSICAL

Student Needs/Problems	Total Number of Students Needing Service
• Alcohol/Substance Abuse Education:	
Prevention	95%
In-patient Treatment	65%
Out-patient Treatment	50%
After Care	25%
• Inhalant Abuse	
Huffing	75%
Sniffing	75%
Education	50%
Prevention	95%
Treatment	95%
Aftercare	25%
• Tobacco Abuse	75%
• Education in Nutrition	95%
• Mental Health:	
Services During the Day	40%
Do you need mental health or related services, during evening/weekends?	75%
• Number of students who need education services on:	
Sex Education	95%
Birth Control	40%
Sexually Transmitted Disease	40%
Eating Disorders: Anorexia/Bulima	40%
Obesity	40%
General Health Care:	
Personal Hygiene	75%
Diagnosis of:	
ADD (Attention Deficit Disorder)	40%
FAE (Fetal Alcohol Effect)	80%
FAS (Fetal Alcohol Syndrome)	50%

Student Needs/Problems	Total Number of Students Needing Service
Traumatic Head Injury	0%
Student Health Care Service (infirmary service)	25%
Pregnancy	0%
Dental	15%
Visual	20%
Hearing	10%
Chronic Diseases	10%

MISCELLANEOUS

Student Needs/Problems	Total Number of Students Needing Service
Has Been Rejected	85%
Has Been Neglected	80%
Lack of Adequate Parental Supervision	50%
Lack of Family Support and Communication	75%
Lack of Home Based Social/Support Services	85%
Well being was Imperiled Due to Family Behavioral Problems	85%
Has Behavioral Problems too Difficult for Solution by Family or Local Resources	85%
Separation from Siblings or other Close Relatives and is Adversely Affected by Separation	75%
Adversely Affected by Poverty	50%
Academic Counseling	75%
Behavior Counseling	95%
Juvenile Probation Program	20%
Court Ordered Boarding School Placement	25%
Spiritual Program Opportunities	90%
Vandals/Vandalism	85%
Family Role (head of household)	80%
Adherence to Consistent Program Policies/Procedures	80%
Long Term Transition/Adjustment Program	60%
Discipline/Attendance Program Supported by Appropriate Staff	80%
Law Enforcement Program	90%

DEMOGRAPHICS

Age(s) -- Student Population Served (Numbers)

____ 5 years
____ 6 years
6 7 years
14 8 years
24 9 years
31 10 years
37 11 years

44 12 years
60 13 years
42 14 years
13 15 years
10 16 years
____ 17 years
____ 18 years

____ 19 years
____ 20 years
____ 21 years

Grade Levels Offered (Please check):

____ 1
x 2
x 3
x 4

x 5
x 6
x 7
x 8

x 9
____ 10
____ 11
____ 12

Total Females: 146 Total Males: 135

mber of Admission Applications Received this School Term: 306

mber of Students Denied Admission this School Term: 25

tal Number of Students Requiring Handicapped Services: 77

Reasons Students Denied Admission:

1. Behavioral and/or emotional issues. Needs could not be met by program presently in place at WIS.
2. Incomplete information on application blanks.

tates Serve (Please list):

North Dakota
South Dakota
Minnesota
Montana
Wisconsin

Washington
Idaho
Michigan
Nebraska
Arizona
Wyoming

DEMOGRAPHICS

e(s) -- Student Population Served (Numbers)

____ 5 years
____ 6 years
__6__ 7 years
__14__ 8 years
__24__ 9 years
__31__ 10 years
__37__ 11 years
__44__ 12 years
__60__ 13 years
__42__ 14 years
__13__ 15 years
__10__ 16 years
____ 17 years
____ 18 years
____ 19 years
____ 20 years
____ 21 years

ade Levels Offered (Please check):

____ 1
__x__ 2
__x__ 3
__x__ 4
__x__ 5
__x__ 6
__x__ 7
__x__ 8
__x__ 9
____ 10
____ 11
____ 12

Total Females: 146

Total Males: 135

mber of Admission Applications Received this School Term: 306

mber of Students Denied Admission this School Term: 25

tal Number of Students Requiring Handicapped Services: 77

asons Students Denied Admission:

1. Behavioral and/or emotional issues. Needs could not be met by program presently in place at WIS.
2. Incomplete information on application blanks.

ates Serve (Please list):

North Dakota
South Dakota
Minnesota
Montana
Wisconsin
Washington
Idaho
Michigan
Nebraska
Arizona
Wyoming

umber of Tribes Served (Please list): N = 36

9 Red Lake
6 Fort Peck
425 Menominee
1 Blackfeet
3 Fort Totten
304 Turtle Mt.
347 Sisseton
4 Pine Ridge
0 Omaha
302 Standing Rock
1 Fort Berthold
3 Oneida
204 Fort Belknap
434 Potawatomi
0 Fort Hall
4 4 Mille Lacs
369 Cahuilla
5 Rocky Boy
3 Wind River
340 Cheyenne River
342 Crow Creek
3 Prairie Island
5 White Earth
30 Red River
3 Bay Mills
Yakima
07 Northern Cheyenne
Winnebago
Leech Lake
Shakopee
432 Lac du Flambeau
469 Sault St. Marie
861 Kickapoo
862 Potawatomi
922 Ottawa
999 Canada

al Number of Students Counted During ISEP Count Week: 281

otal Number of Students Eligible for Free School Meals (USDA
d Service Reimbursement Program): 50

l Number of Students Eligible for Reduced Price School Meals
SDA Food Service Reimbursement Program: 116

• • •

Exhibit [illegible]

ALTERNATIVE INDIAN BOARDING SCHOOLS

DRAFT

A Second Supplemental Concept Paper Prepared by:
Indian Health Service, Office of Mental Health Programs
In collaboration with the Acting Executive Director,
H.H.S. Intra-Departmental Council on Indian Affairs
October 22, 1980 - Revised October 30, 1980

INTRODUCTION

The following paper supplements the initial concept paper developed on July 16, 1980 and presents additional ideas based on reviews and comments received to date. Approximately 100 copies of the initial paper were circulated among a number of Indian, governmental, and other professional persons.[1/] Generally the paper was well received.

The report of the Appropriations Interior Subcommittee of the House, dated 9/17/80 gave strong additional indication that the Congress is not at all pleased with progress being made within the B.I.A. System in respect to the education and treatment of P.L. 94-142 - eligible Indian children and youth.

> Last year the Committee expressed grave concern over the state of the Bureau's special education program. The Bureau receives $15,000,000 annually. $7,000,000 from this bill and $8,000,000 in passthrough money from the Bureau for the Education of the Handicapped (BEH) in the Department of Education. These passthrough funds, appropriated under the authority of Public Law 94-142, the Education of the Handicapped Act carry certain requirements which the BIA must meet including development of standards, program monitoring, evaluation of handicapped children, and corrective actions - individual education plans. It has come to the Committee's attention that the BIA is failing to comply with these requirements. Considering the strong language in last year's Committee report, and the consistent funding support initiated by Congress, BIA's inability to meet even these basic program mandates amounts to gross negligence.

[1/] Groups included the NIMH, BIA, OSE, ANA, IHS, as well as a number of interested educators, psychologists, psychiatrists, pediatricians, social workers, etc.

> To fill a serious gap in the provision of noneducational services, the Indian Health Service has developed a model dormitory program which was operated at the Stewart Boarding School in Nevada. This program provides evaluation of handicapped children and a wide variety of necessary services based on the degree of each child's handicap. IHS has developed a plan which has been favorably reviewed by BEH to expand this program to a number of BIA boarding schools. In light of BIA's failure to develop necessary programs, the Committee directs the Bureau to enter into an interagency agreement by which IHS will establish three model dorm programs with BEH passthrough funds provided by BIA. The Committee expects to be kept fully informed on the progress of this agreement and its implementation. In addition, the Committee will expect a full report by February 1, 1981, on how BIA has corrected the BEH compliance problems.[2]

The time has now come for us to take a second step in respect to designing a model which will optimally address the complex social, psychological, medical, and educational needs of the large number of high risk children currently enrolled in BIA boarding schools.

MAJOR IDEAS

Several major ideas have surfaced through critiques and discussions since the initial draft. These include the following:

1. there was agreement that a BIA administrated education program and an IHS administrated mental health/health program on the same campus could present major administrative difficulties. Also such an admixture of goals and missions would probably be confusing for students and parents as well as for staff and administrators.

2. there was strong agreement that educational and home living functions should be administratively separate yet many reviewers wondered how implementing this concept can be realistically accomplished. ✓

3. there is unanimous agreement that cottages provide a much better facility for reinforcing home like living than dormitories. Yet nearly all existing BIA campus are dormitory designed.

4. most agreed that high risk children should not be totally segregated from their more "normal peers". It was felt that the "least restrictive environment" ideally should include frequent interaction with non-problem students. Yet to house P.L. 94-142 eligible children on the same campus

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2/ Committee Report, September 17, 1980, page 35, Lines 14-42.

with non-eligible students could result in revenue discrimination in terms of comparative benefits. Since resources available to problem students could be so much better than those available to others, fears were expressed that non-eligibles could, in fact, be harmed.

5. there is a recognized need for significant and innovative demonstration boarding school programs for emotionally disturbed/socially maladjusted Indian children.
6. total cost and source of funds continue to be of major concern. There are also questions concerning personnel ceilings. Most reviewers believe an underfunded and understaffed model should not be attempted. The general sentiment is "if we are going to do it, lets do it right."

7. ideally, programs should be administered at Area levels with an ABS facility being treated as a separate service unit (administratively under the Area Director with M.H. branch chief's support). There were strong recommendations however that all ABA units should be under the central supervision of the OMHP then be transferred to the Areas when they are firmly established.

RESPONSES TO QUESTIONS AND CONCERNS

(AND ADDITIONAL DESCRIPTION OF THE MODEL.)

The above questions and the critiques we have received have allowed us the opportunity to further define and refine the model we are proposing. The following narrative responds to each question and then moves on to additional descriptive materials.

Responses to the Questions

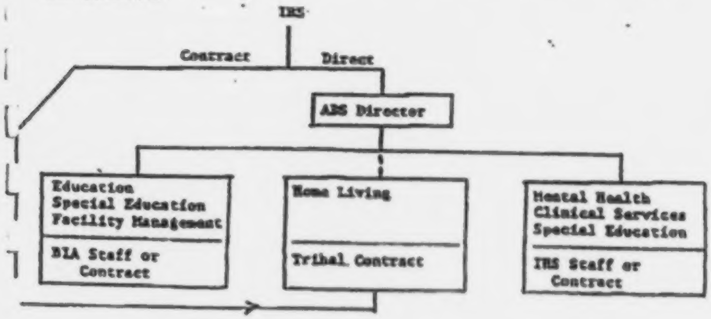
1. How should this program be administered? Three major models exist:
    a. BIA administered boarding school with IHS providing health/mental health support services.
    b. IHS and BIA as equal partners on the same campus with the holistic goal of healing and educating students.

c. IHS administered "School" providing a home living environment (tribal contract) and mental health/clinical services (IHS or contract) for Indian students with BIA (Direct or contract) providing support services (education, facility management, and dietary - all or in part).

e strongly propose the latter. The school should have a clear mission of "providing a therapeutic living environment with enriched educational, intra-ersonal, and social living opportunities". The goal is individual "well-eing". Facilitation of individual growth and development is accomplished by roviding whatever support services are necessary with education viewed as only ne of many tools.

- How can the home living/mental health/clinical services and educational functions be separated in an IHS-administered program to allow for better child advocacy/refuge supports?

The "ideal" model which has emerged combines the best of Tribal, IHS, and BIA capabilities. It is diagrammed as follows as it relates to any given ABS location:



In the above, the program is totally administered by the IHS which, in turn, utilizes appropriate capabilities from Tribe, BIA and IHS. Certain assurances are essential in the design:

a. The ABS director must be a well trained and experienced (doctoral level) mental health and education professional. Such a person could be an educational psychologist, hold credentials in special education, etc.

b. It will be important that the home living scope of work for the Tribal contract includes specific assurances of high level and appropriately paid parent surrogates. Adequate entry training and experience must be required as well as assurances of mandatory inservice education which will be provided by the clinical staff and/or contracted with institutions of higher education and professional organizations. The ABS Director should not be the IHS project officer but should be involved in evaluating the home living contract. Differences between the ABS Director and the Director of Home Living should be negotiated at the next highest level (Director of OMHP or Area Director).

c. If the BIA is to provide staff for the educational, facility management, dietary, and other support functions, these staff should be formally IPA'd to the IHS. The ABS Director must have the authority and flexibility to screen, hire, evaluate, discipline and reward all staff directly under his/her administrative span. Should the BIA have difficulty in providing staff on these conditions a better option might be for them to totally contract these functions to the IHS.

d. The "special ed" function may exist in either or both of the educational and clinical service divisions. At this point the discussion is not clear.

3. Cottages vs. dormitories for "home atmosphere". Cottages designed to approximate home living are much more preferable than institutional dormitories. H.U.D. should be approached in order to determine the degree of their interest in such a project for one to three schools initially. If dormitories are to be used, remodeling must occur to assure "family integrity" within the primary nucleus of "parents" and six to eight "children." Facilities should include certain common areas such as a kitchen, dining area, laundry area, and den.

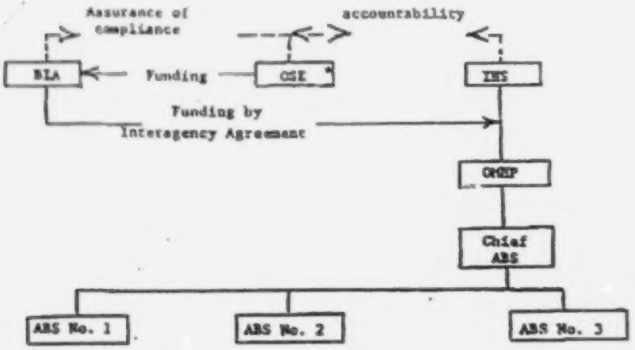
will share in rotated home and yard responsibilities and chores
maintenance personnel would be required for only major problems.
should accommodate two or, at the most, three students. There
r advantages, as well as risks, associated with coeducational
variability grouping. We strongly recommend an age mix. A
of sexes will depend on cultural and clinical considerations.

-142 segregated vs. integrated programs.
em of differentiating between P.L. 94-142 eligibles and non-
es obviously derives from funding authorities. We strongly
integrated alternative boarding schools which will serve the
continuum of students from gifted to most needy, the least
ve environment. Studies have shown that most existing off-
ion schools have a population of 55% to 85% handicapped or
maladjusted students. To make this 100% is to create a "leper
To provide a significantly more enriched program for only the
142 certified eligible on an integrated campus is to reinforce
ences between the groups. We believe this could be to the
t of both.

recommend a model which provides an enriched environment for
ents and where they are mixed in home living and many other
Stronger students can thus become role models and peer tutors
ors of the others. Special needs will be attended in special
but students will be encouraged to understand and help one another
mon activities. In such a program all students must be tested
an Individual Treatment and Education Plan which guides their
in terms of social, vocational, cultural and therapeutic goals.
ogram will build on the strengths of each student as well as
remedial needs which are identified. It is hoped that P.L. 94-
g can be used in such a way as to reinforce this concept of a
community with all students being assisted in developing maximum
If P.L. 94-142 funds are not available for enriching these
dent "role model/therapeutic aids," then other monies must be
le so as to minimize the ostensible differences between the

5. Cost and source of funding.

Interest in this project has been expressed by the O.S.E. (B.E.H.), the NIMH and others. The primary source of funding should, of course, come from or through the BIA which has the authority and responsibility for providing general and special education. The following schematic shows a possible model for basic funding and oversight of the project.



* In this model, OSE (BEH), is seen as as important liaison and facilitator in the interaction between the IHS and the BIA.

BIA funds will pass on OSE monies as well as contract with IHS with basic education and home living appropriations. It is thought that little "new monies" will be required. What is indicated is a redistribution of existing funds and positions which should become recurring monies.

United States Department of the Interior

OFFICE OF THE SOLICITOR
Washington, D.C. 20240

FACSIMILE TRANSMISSION COVER SHEET

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John [illegible]
Marcell [illegible] Giles
[illegible] PSC [illegible]

MEMORANDUM OF UNDERSTANDING

SUBJECT: Handling of cases involving children at Riverside Indian School in Anadarko, Oklahoma, who are delinquent, deprived, abused, neglected or in need of treatment or supervision.

I. PARTIES:

Oklahoma Department of Human Services ("DHS")
Riverside Indian School ("RIS" or "Facility")
Riverside Indian School Board
Oklahoma Area Education Program Administrator ("EPA")
BIA Anadarko Area Community Services
BIA Anadarko Agency Community Services
IHS Oklahoma City Area Office
BIA Anadarko Agency Branch of Law Enforcement
Caddo County District Attorney's Office ("DA")
Caddo County Sheriff's Department
Anadarko Police Department

II. PURPOSE:

1. The jurisdictional status of the Riverside Indian School (RIS) has not yet been determined by a court of competent jurisdiction. Until such a determination is made, each of the parties hereto recognize a shared responsibility to provide an environment at the Riverside Indian School which is safe and secure for Indian students. Various programs and services are now provided to Indian students including counseling and other such services at RIS; however, all the parties recognize that the resources of Oklahoma Department of Human Services (DHS) are needed to supplement these services. In the past there was little or no coordination among the parties. Effective child protection encompasses the identification, reporting, treatment and prevention of child abuse, including neglect, physical injury, sexual maltreatment, emotional maltreatment, or a combination of the above; it also encompasses proper treatment of delinquency. A cooperative multi-disciplinary approach is necessary to provide Indian children with all available services and protection. This Memorandum of Understanding (MOU) establishes procedures for inter-agency cooperation in reporting, investigating, determining treatment and supervising progress of the cases involving students at Riverside Indian School who are in need of treatment, abused, neglected or delinquent. Those students who are in need of supervision, as defined below, remain the sole responsibility of RIS faculty and staff. The parties agree, however, to cooperate with RIS in providing services or facilities if requested by RIS. It is in the best interest of RIS children

for the various state and federal agencies to enter into this Memorandum of Understanding.

2. Most administrative jurisdictional issues concerning child protection can be overcome through cooperative agreements such as cross deputization agreements for law enforcement officials and this Memorandum of Understanding. Judicial jurisdictional issues only become crucial when facts are developed which lead to charges being brought under state or federal law.

3. This memorandum of understanding is to be interpreted consistent with federal laws and regulations including, but not limited to, the Indian Child Protection and Family Violence Prevention Act ("Indian Child Protection Act"), P.L. 101-630, 104 Stat. 4548, codified at 25 U.S.C. §§ 3201 et seq., the Crime Control Act of 1990, P.O. 101-647, 104 Stat. 4789, and the Indian Child Welfare Act of 1978, 92 Stat. 3069 et seq., 25 U.S.C. §§ 1901 et seq. Nothing in this memorandum of understanding shall be construed to conflict with applicable federal and state law or regulations which outline methods for performing authorized functions at RIS.

III. DEFINITIONS

1. Indian Child means any unmarried person who is under the age of eighteen (18) and is either (a) a member of an Indian tribe or (b) is eligible for membership in an Indian tribe and is the biological child of a member of an Indian tribe.

2. Child means a person under eighteen (18) years of age except, in cases of delinquency, those youths sixteen (16) or seventeen (17) years of age who may be tried as an adult under provisions of state law or youths fifteen (15) years of age or older who may be tried as an adult under federal law. Under The Indian Child Protection Act and the Indian Child Welfare Act, a child is defined as under eighteen (18) years of age and not married. However, martial status has no impact on the definition of a child for delinquency purposes.

3. Delinquent child means a child who:

   a. has violated any lawful order of the court or any federal or state law or municipal ordinance, except a traffic statute or traffic ordinance, or
   b. has habitually violated traffic laws or traffic ordinances.

4. Child in need of supervision means a student who:

   a. has repeatedly disobeyed reasonable and lawful commands or directives of RIS faculty or staff, or

b. is willfully and voluntarily absent from RIS without the consent of the student's approved guardian or parent and without being properly checked out by the principal (from 8 a.m. to 3:30 p.m.) or the dorm attendant (3:30 p.m. to 8:00 a.m.), or

c. is willfully and voluntarily absent from school for fifteen (15) or more days or parts of days within a semester or four (4) or more days or parts of days within a four-week period without a valid excuse as defined by the local school boards, if said student is subject to compulsory school attendance.

5. Child in need of treatment means a child who has a demonstrable mental illness and as a result of that mental illness:

a. can be expected within the near future to intentionally or unintentionally seriously physically injure himself or another person and has engaged in one or more recent overt acts or made significant recent threats which substantially support that expectation, or

b. is unable to attend to those of his basic needs that must be attended to in order for him to avoid serious harm in the near future and has demonstrated such inability by failing to attend to those basic needs. A determination regarding the ability of the child to attend to his basic needs shall be based upon the age of the child and reasonable and appropriate expectation of the abilities of a child of such age to attend to said needs.

The term "child in need of treatment" shall not mean a child afflicted with epilepsy, developmental disability, organic brain syndrome, physical handicaps, brief periods of intoxication caused by such substances as alcohol or drugs or who is truant or sexually active unless the child also meets the criteria for a child in need of treatment pursuant to subparagraphs a or b of this paragraph.

6. Child abuse means the physical or mental injury, sexual abuse or exploitation, or negligent treatment of a child. The term includes but is not limited to.

a. any case in which
    (i) a child is dead or exhibits evidence of skin bruising, bleeding, malnutrition, failure to thrive, burns, fracture of any bone, subdural hematoma, soft tissue swelling, and

(ii) such condition is not justifiably explained or may not be the product of an accidental occurrence, and

b. any case in which a child is subjected to sexual assault, sexual molestation, sexual exploitation (which includes use of child in pornography or prostitution), sexual contact, or prostitution.

7. Child neglect includes but is not limited to, negligent treatment or maltreatment of a child by a person, including a person responsible for the child's welfare, under circumstances which indicate that the child's health or welfare is harmed or threatened thereby or the failure to provide, for reasons other than poverty, adequate food, clothing, shelter or medical care so as to seriously endanger the physical health of the child.

8. District Court (Court) for purposes of this Memorandum is the District Court, Juvenile Division for Caddo County. Where state jurisdiction is found, this Court has jurisdiction to dispose of cases involving children within the county who are delinquent, in need of treatment or abused or neglected.

9. CFR Courts are Courts of Indian Offenses as provided by 25 C.F.R. Part 11.

10. Tribal Courts are courts or other judicial entities which have been established by a federally recognized tribe.

11. The District Attorney is responsible for prosecuting state jurisdiction cases of juvenile delinquents, children in need of treatment, and children who have been abused or neglected.

12. Department of Human Services (DHS or Department) means the Department of Human Services of the State of Oklahoma. DHS is responsible for receiving reports of abuse and/or neglect in children, investigating the reports and forwarding its findings and recommendations for disposition to the District Attorney's Office. The Department shall also report its findings and recommendations, when appropriate, to law enforcement, other prosecutorial authority, or to the court having jurisdiction over the matter. When a child is committed to the custody of the Department, the Department must provide for the child under the laws governing custody and placement including the Indian Child Welfare Act. DHS programs are available to RIS students.

13. Indian Health Service, U.S. Department of Health and Human Services (IHS) provides medical examinations for suspected abused and neglected children. Persons a IHS

are required by state and federal law to report cases of abuse and neglect or suspected abuse and neglect to the appropriate designated agency or law enforcement unit. Generally the child is transported to IHS by the child's custodian or law enforcement personnel.

14. Local law enforcement agency means that Federal (including BIA), tribal or State law enforcement agency that has the primary responsibility for the investigation of an instance of alleged child abuse.

15. Indian Country generally has the meaning given to the term by 18 U.S.C. § 1151:

    (a) all land within the limits of an Indian reservation. . .
    (b) all dependent Indian communities. . .
    (c) all Indian allotments, the Indian titles to which have not been extinguished. . . .

    The Indian Child Welfare Act defines a "reservation" as including the above definition "and any lands, not covered under such section, title to which is either held by the United States in trust for the benefit of any Indian tribe or individual or held by any Indian tribe or individual subject to a restriction by the United States against alienation. 25 U.S.C. § 1903.

    However, "Indian reservation" is defined in the Indian Child Protection Act as any Indian reservation, public domain Indian allotment, former Indian reservation in Oklahoma, or lands held by incorporated Native groups, regional corporations, or village corporations.

16. Riverside Indian School (RIS) is on land of the United States set aside for educational purposes.

17. Child Protection Team (CPT) is a multi-disciplinary team generally of eight persons representing social services, law enforcement, medical services, psychological or other mental health counseling and judicial services. The Anadarko Agency CPT includes representatives from the seven area tribes, DHS, IHS, BIA Community Services and BIA Law Enforcement. The BIA and IHS have primary coordinating responsibilities for the team which encourages the exchange of information and coordination of federal, state, county and tribal programs to provide appropriate referrals to obtain protection for Indian children who are neglected and/or abused.

IV. REPORTING OF SUSPECTED CHILD ABUSE:

A. All persons having knowledge of a suspected case of abuse or neglect of a RIS student are required to immediately report the matter to the RIS superintendent or the RIS official charged with the responsibility for insuring the safe environment of the student; concurrently, persons must also report the matter to DHS Child Welfare Office, (405) 247-7301, for Caddo County. Persons with such knowledge may also report the matter to Anadarko Area Community Services or local law enforcement. 18 U.S.C. § 1169; 21 Okla. Stat. § 846. Reports may also be made to the State Child Abuse Hotline, 1-800-522-3511.

B. With regard to any matter referred to it, DHS will inform the Anadarko Area Social Services and the appropriate tribal child protection team and, when appropriate, local law enforcement agencies, of abuse and neglect cases at RIS.

C. Whether the allegations of child abuse or neglect indicate the incidents happened on or off campus, RIS will also immediately report, depending on the location of the alleged incident, all such allegations involving RIS students to the Anadarko Police Department, the Caddo County Sheriff's Department, the BIA Law Enforcement Office, the FBI or other appropriate law enforcement agency having jurisdiction over the matter.

D. Under the Indian Child Protection Act, any person who knows, or has reasonable suspicion that a child was abused and fails to immediately report such abuse or actions to the local child protective services agency or local law enforcement agency, shall be fined not more than $5,000 or imprisoned for not more than six (6) months or both. Any person who supervises, or has authority over, a person described above and inhibits or prevents that person from making a report of suspected abuse, shall be fined not more than $5,000 or imprisoned for not more than six (6) months or both. 18 U.S.C. §§ 1169, 2258.

E. DHS reporting requirements include:

1) Within 36 hours after receiving an initial report the receiving agency shall prepare a written report which shall include, if available:

a. the name, address, age, and sex of the student that is the subject of the report;
b. the grade in which the student is currently enrolled;
c. the name and address of the student's parents

or other person responsible for the student's care;

d. the name and address of the alleged offender;

e. the name and address of the person who made the report to the agency;

f. a brief narrative as to the nature and extent of the student's injuries, including any previously known or suspected abuse of the student and the suspected date of the abuse; and

g. any other information the agency or the person who made the report to the agency believes to be important to the investigation and disposition of the alleged abuse.

2) When DHS receives a report alleging abuse, it shall immediately initiate an investigation of such allegation and shall take immediate, appropriate steps to secure the safety and well-being of the student or students involved.

3) Upon completion of the investigation of any report of alleged abuse that is made to DHS, the agency shall prepare a final written report on such allegation and, if appropriate, submit the report to the FBI and/or any official with jurisdiction over the matter.

V. CONFIDENTIALITY:

A. The identity of any person making a report of suspected child abuse shall be confidential, unless the reporter consents to disclosure, except that the reporter's identity may be revealed under certain circumstances to a court of competent jurisdiction and/or an employee of an Indian tribe, the state or the federal government who needs to know the information in the performance of the employee's duties. The person making a good faith report of suspected child abuse is protected from civil or criminal liability for making the report.

B. The parties to this memorandum of understanding that investigate and treat incidents of child abuse may not release information and records concerning the incident except to those agencies of any Indian tribe, any state, or the federal government that need to know the information in performance of their duties. Violation of confidentiality requirements may subject the offender to a fine and/or imprisonment. Privacy Act, 5 U.S.C. § 552a (i)(1); 21 Okla. Stat. § 846.

VI. PROCEDURES -- ABUSED OR NEGLECTED CHILDREN AND CHILDREN IN NEED OF TREATMENT:

The Oklahoma Area Education Program Administrator specifically permits the parties to this agreement to enter the RIS campus to perform their prescribed functions in accordance with the terms of this agreement. Nothing in this agreement shall be construed to conflict with any applicable Federal or State law or regulation which outlines a method for performing authorized functions at RIS.

A. Local Authority Involvement:

DHS is permitted to enter the RIS campus to investigate a reported incident and take appropriate action as required. The RIS Principal, Area Education Program Administrator, or other authorized persons will assist DHS in performing its functions at RIS. DHS and other State/County agencies will coordinate with the RIS principal or EPA prior to conducting on-location investigations. The RIS principal or EPA will assist DHS personnel who wish to visit RIS where the child resides and other appropriate locations to properly investigate the facts and circumstances of the case. RIS authorities will also cooperate with local authorities concerning the enforcement of court orders and service of process at RIS.

B. Temporary Custody

In order to prevent eminent physical damage or harm to an RIS student, the local law enforcement authority may effect the emergency removal of the student to a children's shelter or other institution under applicable state law. DHS or the local law enforcement authority will then notify the RIS superintendent and the EPA as to the disposition of the case. The State authority, official, or agency involved shall insure that the emergency removal or placement terminates immediately when such removal or placement is no longer necessary to prevent imminent physical damage or harm to the child.

All other Oklahoma laws and regulations regarding temporary custody of abused or neglected children will apply to RIS students, subject to the provisions of the federal law and the Indian Child Welfare Act.

RIS students who are or who become in need of treatment will be treated as all other Oklahoma children in need of treatment are treated.

C. Follow-up Reporting

The parties to this MOU resolve to make follow-up reports monthly to each other party to this agreement with a continuing need to know the disposition of any case involving a RIS student.

VII. PROCEDURES -- DELINQUENT CHILDREN:

All RIS personnel have a duty to report incidents of juvenile delinquency to the Caddo County Sheriff's Department or other appropriate law enforcement authority. RIS will cooperate with the Court which assumes jurisdiction over the matter and all law enforcement authorities in the investigation and handling of the case.

RIS juveniles will be treated as other juveniles in Oklahoma are treated. In appropriate cases, the RIS student will be released to the custody of the RIS officials.

VIII. PROCEDURES: RIS STUDENTS WHO NEED TREATMENT BECAUSE OF INTOXICATION CAUSED BY ALCOHOL OR DRUGS:

Those students on the RIS campus who are in need of medical attention due to intoxication caused by such substances as alcohol or drugs remain the responsibility of RIS and IHS. If RIS students are found off campus in an intoxicated condition, the other parties to this MOU agree to provide the immediately necessary care for the child and to notify RIS as soon as possible. All parties agree, also, to provide appropriate facilities and care for RIS students when requested to do so by RIS.

IX. LAW ENFORCEMENT RESPONSIBILITIES AND REPORTING:

A. The law enforcement units of the City of Anadarko, Caddo County, the Bureau of Indian Affairs, and the various Tribes state their intention to enter into cross-deputization agreements pursuant to the authority of the Indian Law Enforcement Reform Act, 25 U.S.C. §§ 2801, *et seq.*, and 74 Okla. Stat. §§ 1221, *et seq*.

B. When a local law enforcement agency receives a report concerning the suspected abuse of a RIS student, the receiving agency shall immediately notify DHS of such report and shall also submit a written report to the other agency.

C. Where a report of abuse involves a RIS student or where the alleged abuser is an Indian and where a preliminary inquiry indicates a criminal violation has occurred, the local law enforcement agency, if other than the Federal Bureau of Investigation, shall immediately report such occurrence to the Federal Bureau of Investigation.

D. Within 36 hours after receiving an initial report the receiving agency shall prepare a written report which shall include, if available:

- a. the name, address, age, and sex of the student that is the subject of the report;
- b. the grade in which the student is currently enrolled;
- c. the name and address of the student's parents or other person responsible for the student's care;
- d. the name and address of the alleged offender;
- e. the name and address of the person who made the report to the agency;
- f. a brief narrative as to the nature and extent of the student's injuries, including any previously known or suspected abuse of the student and the suspected date of the abuse; and
- g. any other information the agency or the person who made the report to the agency believes to be important to the investigation and disposition of the alleged abuse.

E. Any local law enforcement agency that receives a report alleging abuse shall immediately initiate an investigation of such allegation and shall take immediate, appropriate steps to secure the safety and well-being of the student or students involved.

F. Upon completion of the investigation of any report of alleged abuse that is made to a local law enforcement agency, such agency shall prepare a final written report on such allegation and, if appropriate, submit the report to the FBI and/or any official with jurisdiction over the matter.

X. MODIFICATION OR CANCELLATION:

This agreement shall become effective immediately upon the signatures of the parties and shall remain in effect and be reviewed annually with revisions as necessary. Any party to this agreement may, at any time, notify the other parties to this agreement of the need to renegotiate procedures, allocations of authority or any other provisions to this agreement.

XI. CONCLUSION:

Therefore, to insure a viable and active program for the handling of cases of delinquent children, children in need of treatment and abused and neglected children, the undersigned parties agree to the principles, policies and procedures hereinafter stated.

Exhib. "D"

WAHPETON
INDIAN SCHOOL

832 North 8th Street
Wahpeton, North Dakota 58075

701-642-3796 - Administration Office
701-642-4301 - School Building

March 16, 1994

Dear Lyle:

Sorry it took so long for these numbers. As of today, we have 47 students in the honor dorm with 5 students in the healing center. In the girls dorm, there are 11 girls on level four; 15 girls on level three; 16 girls on level two and 2 girls on level one. In the boys dorm, there are 19 boys on level four; 14 boys are level three; 8 boys are level two and 8 boys are level one.

In looking at these numbers, we find 73% of our dorm students above the middle level with only 17% below the middle level. These figures do not include our day students. Also, the enrollment in the honor dorm has steadily increased since it was opened with 15 students.

Sincerely,

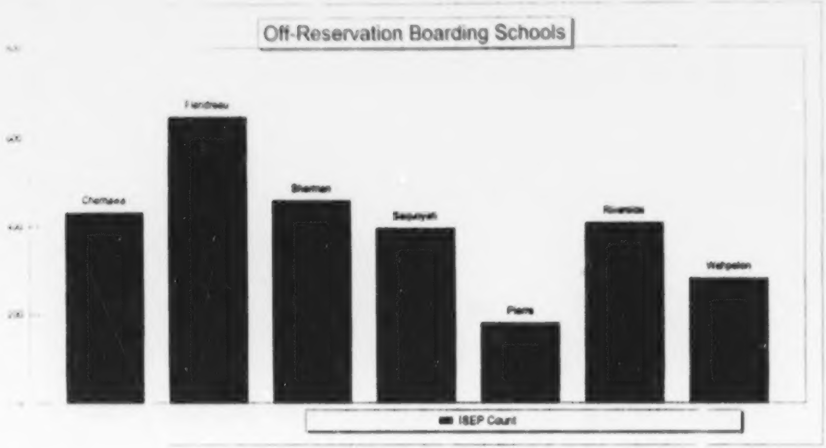
Bob

Off-Reservation Boarding School Student Needs Profile

March 1994

Data Compiled at

Chemawa Indian School
3700 Chemawa Rd. NE
Salem, OR 97305-1199
(503)-399-5721


Off-Reservation Boarding Schools
800
600
400
200
0
Chemawa
Flandreau
Sherman
Sequoyah
Pierre
Riverside
Wahpeton
ISEP Count

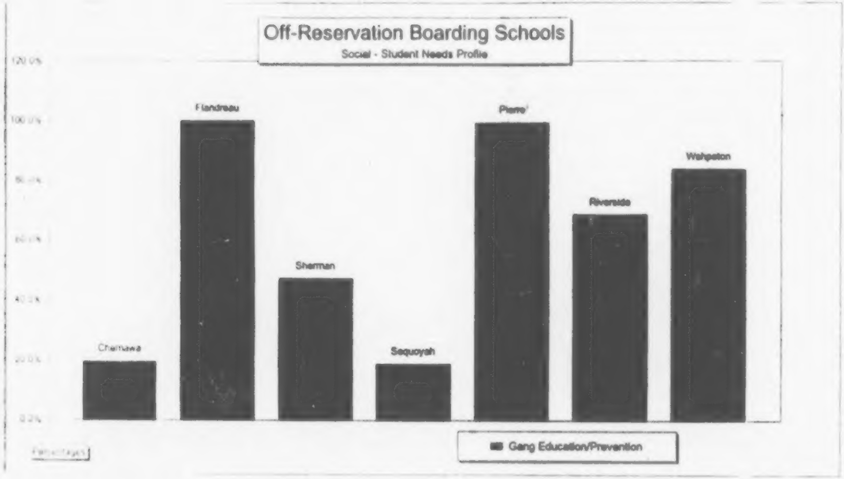
Off-Reservation Boarding School Needs Profile

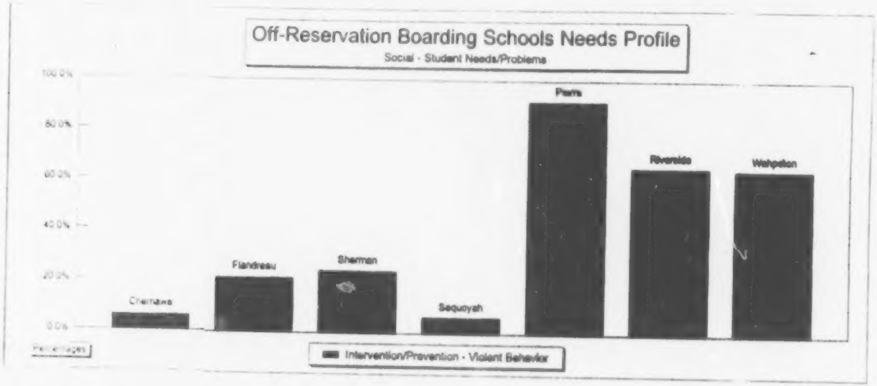
Social - Student Needs/Problems	Chemawa	Flandreau	Sherman	Sequoyah	Pierre	Riverside	Wahpeton	Totals
# of Students	432	648	459	396	181	408	281	2805
Intervention/Prevention- Violent Behavior	26	139	112	25	166	269	183	920
Constructive Use of Leisure Time	380	648	191	90	180	140	256	1885
Movement from School to School w/o regard	150	150	100	90	60	78	214	842
Sexual Identity	85	8	37	110	14	10	163	427
Problems with Cultural Identity	85	389	82	100	159	210	236	1261
Parenting Skills (is an Adolescent parent)	25	45	93	35	0	6	132	336
Solo Parent Program	13	15	10	35	0	6	141	220
Lack of Adult Nurturing	432	518	149	110	180	87	236	1712
Interpersonal Relationships(boy/girl/peer)	325	648	218	100	180	195	254	1920
Interpersonal Relationships (student/adult)	215	648	228	100	180	210	256	1837
Social Interaction Skills	85	648	217	75	180	48	254	1507
Problem Solving/Decision Making	345	648	243	350	180	240	256	2262
Surrogate Family Participation	215	150	80	110	180	220	191	1146
Self-Discipline	345	227	248	100	180	270	256	1626
Experience Racism	432	648	153	150	180	17	244	1824
Is Racist	325	15	128	50	20	55	140	733
InterTribal Conflicts	85	468	148	10	180	10	123	1024
Employment	215	410	214	300	0	250	163	1552
Money Management	215	648	229	300	100	210	216	1918
Gang Education/Prevention	85	648	217	75	180	280	236	1721
Other								

Off-Reservation Boarding School Needs Profile

Social - Student Needs/Problems	Chemawa	Flandreau	Sherman	Sequoyah	Pierre	Riverside	Wahpeton	Totals
# of Students	432	648	459	396	181	408	281	2805
Intervention/Prevention- Violent Behavior	6.0%	21.5%	24.4%	6.3%	91.7%	65.9%	65.1%	32.8%
Constructive Use of Leisure Time	88.0%	100.0%	41.6%	22.7%	99.4%	34.3%	91.1%	67.2%
Movement from School to School w/o regard	34.7%	23.1%	21.8%	22.7%	33.1%	19.1%	76.2%	30.0%
Sexual Identity	19.7%	1.2%	8.1%	27.8%	7.7%	2.5%	58.0%	15.2%
Problems with Cultural Identity	19.7%	60.0%	17.9%	25.3%	87.8%	51.5%	84.0%	45.0%
Parenting Skills (is an Adolescent parent)	5.8%	6.9%	20.3%	8.8%	0.0%	1.5%	47.0%	12.0%
Solo Parent Program	3.0%	2.3%	2.2%	8.8%	0.0%	1.5%	50.2%	7.8%
Lack of Adult Nurturing	100.0%	79.9%	32.5%	27.8%	99.4%	21.3%	84.0%	61.0%
Interpersonal Relationships(boy/girl/peer)	75.2%	100.0%	47.5%	25.3%	99.4%	47.8%	90.4%	68.4%
Interpersonal Relationships (student/adult)	49.8%	100.0%	49.7%	25.3%	99.4%	51.5%	91.1%	65.5%
Social Interaction Skills	19.7%	100.0%	47.3%	18.9%	99.4%	11.8%	90.4%	53.7%
Problem Solving/Decision Making	79.9%	100.0%	52.9%	88.4%	99.4%	58.8%	91.1%	80.6%
Surrogate Family Participation	49.8%	23.1%	17.4%	27.8%	99.4%	53.9%	68.0%	40.9%
Self-Discipline	79.9%	35.0%	54.0%	25.3%	99.4%	66.2%	91.1%	58.0%
Experience Racism	100.0%	100.0%	33.3%	37.9%	99.4%	4.2%	86.8%	65.0%
Is Racist	75.2%	2.3%	27.9%	12.6%	11.0%	13.5%	49.8%	26.1%
InterTribal Conflicts	19.7%	72.2%	32.2%	2.5%	99.4%	2.5%	43.8%	36.5%
Employment	49.8%	63.3%	46.6%	75.8%	0.0%	61.3%	58.0%	55.3%
Money Management	49.8%	100.0%	49.9%	75.8%	55.2%	51.5%	76.9%	68.4%
Gang Education/Prevention	19.7%	100.0%	47.3%	18.9%	99.4%	66.6%	84.0%	61.4%
Other								

Off-Reservation Boarding School Needs Profile




Off-Reservation Boarding Schools Needs Profile
Social - Student Needs/Problems
100.0%
80.0%
60.0%
40.0%
20.0%
0.0%
Percentages
Chemawa
Flandreau
Sherman
Sequoyah
Perris
Riverside
Wahpeton
Intervention/Prevention - Violent Behavior

Off-Reservation Boarding School Needs Profile

Emotional - Student Needs/Problems	Chemawa	Flandreau	Sherman	Sequoyah	Pierre	Riverside	Wahpeton	Totals
# of Students	432	648	459	396	181	408	281	2805
Severly Emotional Disturbed	39	5	40	50	19	7	45	205
Behavior Management Problems	108	60	134	50	180	210	184	926
Depression	390	75	77	25	72	60	152	851
Suicidal ideation	215	150	29	20	162	45	81	702
Suicide Attempts (some answers during lifetime	110	2	4	3	29	4	20	172
Suicides Completed	0	0	0	0	0	0	0	0
History of Physical Abuse	260	200	60	20	144	185	98	967
History of Emotional Abuse	370	300	90	20	180	210	124	1294
History of Sexual Abuse	130	100	66	10	144	32	141	623
Low Self-Esteem	370	300	214	200	180	185	267	1716
Unresolved Grief	215	200	125	40	180	42	177	979
Anger Managment	215	125	159	40	180	185	242	1146
Difficulty Identifying Feelings	170	200	128	80	180	42	253	1053
Handling Feelings Effectively	170	350	123	80	180	35	225	1163
Impulse Control	160	275	99	50	135	140	242	1101
Seeks Immediate Gratification	160	380	106	25	180	70	222	1143
Dealing with recent Death in Family	35	50	110	25	144	65	79	508
Dealing with Trauma in Family	130	100	115	25	180	195	183	928
Dealing with Peer Trauma	130	100	150	20	144	17	194	755
Types of Trauma: Severe Illness,								
Car Accidents, Sexual Abuse, Imprisonment								
loneliness, Fighting, Gang issues, Acceptance,								
Separation Anxiety					180			180
FAE					135			135
FAS					30			30
Fear of Physical Threat						90		90
Abuse at Home						110		110
Unresolved Grief						42		42
Anti-Social Adolescent						150		150
Paranoia						180		180
Various Psychosis or Neurosis						85		85

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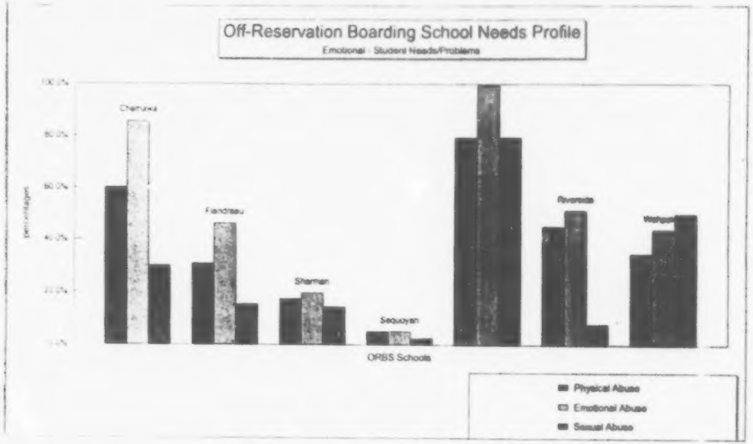
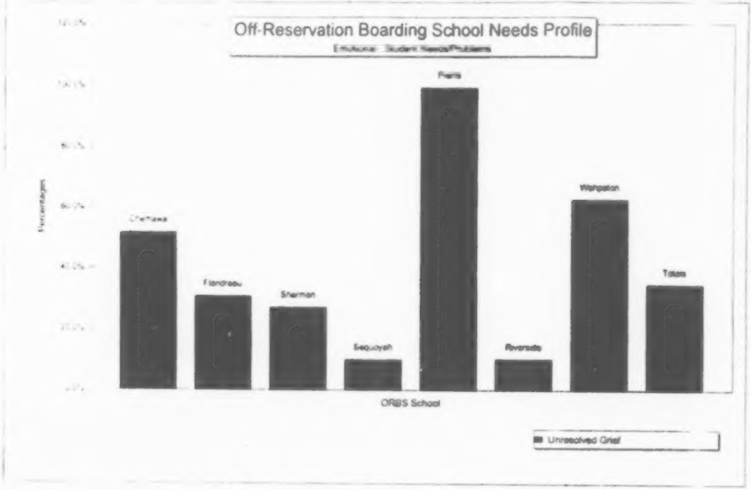
On-Reservation Boarding School Needs Profile

Emotional - Student Needs/Problems	Che wa	Flandreau	Sherman	Sequoyah	Pierre	Riverside	Wahpeton	Totals
# of Students	432	648	459	396	181	408	281	2805
Severly Emotional Disturbed	0%	0.8%	8.7%	12.6%	10.5%	1.7%	16.0%	7.3%
Behavior Management Problems	0%	9.3%	29.2%	12.6%	99.4%	51.5%	65.5%	33.0%
Depression	3%	11.6%	16.8%	6.3%	39.8%	14.7%	54.1%	30.3%
Suicidal Ideation	8%	23.1%	6.3%	5.1%	69.5%	11.0%	28.8%	25.0%
Suicide Attempts (some answers during lifetime	5%	0.3%	0.9%	0.8%	16.0%	1.0%	7.1%	6.1%
Suicides Completed	0%	0.0%	0.0%	0.0%	0.0%	0.0%	0.0%	0.0%
History of Physical Abuse	2%	30.9%	17.4%	5.1%	79.6%	45.3%	34.9%	35.2%
History of Emotional Abuse	65.6%	46.3%	19.6%	5.1%	99.4%	61.6%	44.1%	46.1%
History of Sexual Abuse	30.1%	15.4%	14.4%	2.5%	79.6%	7.8%	50.2%	22.2%
Low Self-Esteem	85.6%	46.3%	46.6%	50.5%	99.4%	45.3%	95.0%	61.2%
Unresolved Grief	51.9%	30.9%	27.2%	10.1%	99.4%	10.3%	63.0%	34.9%
Anger Managment	49.8%	19.3%	34.6%	10.1%	99.4%	45.3%	88.1%	40.9%
Difficulty Identifying Feelings	39.4%	30.9%	27.9%	20.2%	99.4%	10.3%	90.0%	37.5%
Handling Feelings Effectively	39.4%	54.0%	26.8%	20.2%	99.4%	8.6%	80.1%	41.5%
Impulse Control	37.0%	42.4%	21.6%	12.6%	74.6%	34.3%	86.1%	39.3%
Seeks Immediate Gratification	37.0%	58.6%	23.1%	6.3%	99.4%	17.2%	79.0%	40.7%
Dealing with recent Death in Family	8.1%	7.7%	24.0%	6.3%	79.6%	16.9%	28.1%	18.1%
Dealing with Trauma in Family	30.1%	15.4%	25.1%	6.3%	99.4%	47.8%	65.1%	33.1%
Dealing with Peer Trauma	30.1%	15.4%	32.7%	5.1%	79.6%	4.2%	69.0%	26.9%
Types of Trauma Severe Illness								
Car Accidents Sexual Abuse Imprisonment								
loneliness Fighting Gang Issues Acceptance								
Separation Anxiety					99.4%			6.4%
FAE					74.6%			4.8%
FAS					16.6%			1.1%
Fear of Physical Threat						22.1%		3.2%
Abuse at Home						27.0%		3.9%
Unresolved Grief						10.3%		1.5%
Anti-Social Adolescent						36.8%		5.3%
Paranoia						44.1%		6.4%
Various Psychosis or Neurosis						20.8%		3.0%

March 1994


Off-Reservation Boarding School Needs Profile
Emotional - Student Needs/Problems
100.0%
80.0%
60.0%
40.0%
20.0%
0.0%
percentages
Chemawa
Flandreau
Sherman
Sequoyah
Riverside
Wahpet
ORBS Schools
Physical Abuse
Emotional Abuse
Sexual Abuse


Off-Reservation Boarding School Needs Profile
Emotional - Student Needs/Problems
120.0%
100.0%
80.0%
60.0%
40.0%
20.0%
0.0%
Percentages
Chemawa
Flandreau
Sherman
Sequoyah
Pierre
Riverside
Wahpeton
Totals
ORBS School
Unresolved Grief

Off-Reservation Boarding School Needs Profile

Miscellaneous- Student Needs/Problems	Chemawa	Flandreau	Sherman	Sequoyah	Pierre	Riverside	Wahpeton	Totals
# of Students	432	648	469	386	181	408	281	2805
Has Been Rejected	8	325	163	180	180	0	239	1085
Has Been Neglected	8	325	103	180	95	16	225	952
Lack of Adequate Parental Supervision	17	325	115	180	120	70	141	968
Lack of Family Support and Communication	0	195	115	180	180	35	211	916
Lack of Home Based Social/Support Services	25	325	86	180	0	150	239	1005
Well being was impaired /Family Behavior Problems	8	100	90	90	90	24	239	641
Has Behavioral Problems to difficult for Solution by Family or Local Reso	25	240	77	30	120	26	239	757
Separation from Siblings or other Close Relatives is Adversely Affecting	8	240	115	30	40	18	211	662
Adversely Affected by Poverty	256	600	64	325	180	150	141	1716
Academic Counseling	432	648	334	386	0	150	211	2171
Behavior Counseling	388	325	224	180	180	180	267	1744
Juvenile Probation Program	43	56	30	30	12	10	56	237
Court Ordered Boarding School Placement	0	65	37	10	23	5	70	210
Spiritual Program Oppurtunities	345	648	216	386	180	150	253	2188
Vandals/Vandalism	216	148	44	25	146	100	239	918
Family Role (head of household)	0	275	31	180	95	275	225	1081
Adherence to Consistent Program/Procedures	432	325	169	180	180	150	225	1661
Long Term Transition/Adjustment Program	432	250	139	180	180	25	169	1375
[illegible] Attendance Program Supported by Appropriate Staff	432	648	229	180	180	250	225	2144
Law Enforcement Program	321	200	106	20	80	18	253	984

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Off-Reservation Boarding School Needs Profile

Miscellaneous - Student Needs/Problems	Chemawa	Flandreau	Sherman	Sequoyah	Pierre	Riverside	Wahpeton	Totals
# of Students	432	648	459	396	181	408	281	2805
Has Been Rejected	1.9%	50.2%	33.3%	46.5%	99.4%	0.0%	86.1%	30.7%
Has Been Neglected	1.9%	50.2%	22.4%	46.5%	62.5%	3.9%	80.1%	33.9%
Lack of Adequate Parental Supervision	3.9%	60.2%	25.1%	46.5%	66.3%	17.2%	60.2%	34.5%
Lack of Family Support and Communication	0.0%	30.1%	25.1%	46.5%	99.4%	8.8%	78.1%	32.7%
Lack of Home Based Social/Support Services	6.8%	50.2%	16.7%	46.5%	0.0%	36.8%	86.1%	36.8%
Well being was impeded by Family Behavior Problems	1.9%	15.4%	19.6%	22.7%	49.7%	8.9%	86.1%	22.9%
Has Behavioral Problems [illegible] for Solution by Family or Local Resources	5.8%	37.0%	16.8%	7.6%	66.3%	6.4%	86.1%	27.0%
Separation from Siblings or [illegible] Case Responds to Adversely Affecting	1.9%	37.0%	26.1%	7.6%	22.1%	4.4%	78.1%	23.6%
Adversely Affected by Poverty	59.3%	92.6%	13.9%	82.1%	99.4%	36.8%	60.2%	61.2%
Academic Counseling	100.0%	100.0%	72.8%	100.0%	0.0%	36.8%	78.1%	77.4%
Behavior Counseling	99.8%	60.2%	46.8%	46.5%	99.4%	44.1%	96.0%	62.2%
Juvenile Probation Program	10.0%	8.6%	6.6%	7.6%	6.6%	2.6%	19.9%	8.4%
Court Ordered Boarding School Placement	0.0%	10.0%	8.1%	2.8%	12.7%	1.2%	24.9%	7.6%
Spiritual Program Opportunities	79.9%	100.0%	47.1%	100.0%	99.4%	36.8%	90.0%	79.0%
Vandals/Vandalism	60.0%	22.8%	9.6%	6.3%	90.7%	24.5%	86.1%	32.7%
Family Role (head of household)	0.0%	42.4%	6.6%	46.5%	62.5%	67.4%	80.1%	38.5%
Adherence to Consistent Program/Procedures	100.0%	60.2%	36.8%	46.5%	99.4%	36.8%	80.1%	59.2%
Long Term Transition/Adjustment Program	100.0%	36.6%	30.3%	46.5%	99.4%	6.1%	80.1%	49.0%
[illegible] Attendance Program Supported by Appropriate Staff	100.0%	100.0%	49.9%	46.5%	99.4%	61.3%	80.1%	78.4%
Law Enforcement Program	74.3%	30.9%	22.9%	8.1%	27.6%	3.7%	90.0%	34.4%

Off-Reservation Boarding School Needs Profile

Academic - Student Needs/Problems	Chemawa	Flandreau	Sherman	Sequoyah	Pierre	Riverside	Wahpeton	Totals
# of Students	432	648	459	396	181	408	281	2805
Tutoring - School Wide								
Academic (during School)	90	324	123	100	180	50	270	1137
Residential (after School)	120	324	294	80	180	100	287	1385
Vocational Education	260	583	214	60	135	30	267	1549
Basic Skills (Reading, Writing, Math)	185	486	188	85	180	150	287	1561
Career Education	216	648	158	150	180	250	254	1856
Application of Academic Skills	216	648	143	150	180	250	269	1856
Study Skills	432	583	169	325	180	250	267	2206
How to Implement & Attain Goals	345	648	154	325	180	250	267	2169
Bilingual Instruction	170	648	102	100	180	0	254	1454
English Language Skills	170	518	108	325	180	250	269	1820
Apprentice/Work Study Program	240	162	134	100	50	30	254	970
Self Directed Learning/Independent Study	35	30	116	100	0	20	267	568
Cultural Studies (expand)	70	648	133	250	180	50	254	1585
Adult Living Skills (in the "real" world)	130	648	204	278	180	75	269	1784
Post High School Transition	345	125	159	175	0	40	254	1098
Economic Development -Business Partnerships	0	162	134	50	0	20	254	620
Truancy	70	6	113	40	180	100	225	734
Absenteeism	70	6	110	40	180	50	112	568
Other: Transition "before high school"					50			50

Res on E g Sc leed ie

Academic - Student Needs/Problems	Chemawa	Flandreau	Sherman	Sequoyah	Pierre	Riverside	Wahpeton	Totals
# of Students	432	648	459	396	181	408	281	2806
Tutoring - School Wide								
Academic (during School)	20.6%	50.0%	26.8%	25.3%	99.4%	12.3%	96.1%	40.5%
Residential (after School)	27.8%	50.0%	64.1%	20.2%	99.4%	24.6%	96.0%	46.7%
Vocational Education	60.2%	90.0%	46.6%	16.2%	74.6%	7.4%	96.0%	56.2%
Basic Skills (Reading Writing Math)	45.1%	75.0%	41.0%	21.5%	99.4%	36.8%	96.0%	55.3%
Career Education	50.0%	100.0%	34.4%	37.9%	99.4%	61.3%	90.4%	66.2%
Application of Academic Skills	50.0%	100.0%	31.2%	37.9%	99.4%	61.3%	96.7%	66.2%
Study Skills	100.0%	90.0%	36.8%	82.1%	99.4%	61.3%	96.0%	76.6%
How to Implement & Attain Goals	79.9%	100.0%	33.6%	82.1%	99.4%	61.3%	96.0%	77.3%
Bilingual Instruction	39.4%	100.0%	22.2%	25.3%	99.4%	0.0%	90.4%	51.6%
English Language Skills	39.4%	79.9%	23.5%	82.1%	99.4%	61.3%	96.7%	64.9%
Apprentice/Work Study Program	55.6%	25.0%	29.2%	26.3%	27.6%	7.4%	90.4%	34.6%
Self-Directed Learning/Independent Study	8.1%	4.6%	25.3%	26.3%	0.0%	4.9%	96.0%	20.2%
Cultural Studies (expand)	16.2%	100.0%	29.0%	63.1%	99.4%	12.3%	90.4%	56.5%
Adult Living Skills (in the "real" world)	30.1%	100.0%	44.4%	70.2%	99.4%	18.4%	96.7%	63.6%
Post High School Transition	79.9%	19.3%	34.6%	44.2%	0.0%	9.8%	90.4%	30.1%
Economic Development -Business Partnerships	0.0%	25.0%	29.2%	12.6%	0.0%	4.9%	90.4%	22.1%
Truancy	16.2%	0.9%	24.6%	10.1%	99.4%	24.6%	60.1%	26.2%
Absenteeism	16.2%	0.9%	24.0%	10.1%	99.4%	12.3%	39.9%	20.2%
Other Transition "before high school"					27.6%			1.8%

Off-Reservation Boarding School Needs Profile

Health/Physical- Student Needs/Problems	Chemawa	Flandreau	Sherman	Sequoyah	Pierre	Riverside	Wahpeton	Totals
# of Students	432	648	459	396	181	408	281	2805
Alcohol/Substance Abuse Education:								
Prevention	432	648	279	396	180	100	267	2302
In-Patient Treatment	123	148	71	20	36	20	183	601
Out-Patient Treatment	225	225	88	20	54	20	141	773
After-Care	123	373	65	40	60	25	70	756
Inhalent Abuse								
Huffing	216	65	42	5	89	25	211	653
Sniffing	216	65	44	5	90	25	211	656
Education	432	648	219	396	180	280	141	2296
Prevention	432	648	219	396	180	280	267	2422
Treatment	50	65	37	5	90	5	267	519
After-Care	50	65	32	5	90	10	70	322
Tobacco Abuse	302	325	239	100	150	175	211	1502
Education in Nutrition	40	648	214	396	180	280	267	2025
Mental Health:								
Services During the Day	8	325	157	180	180	15	112	977
Do you need mental health or related on evenings/weekends?	yes	214	137	70	yes	yes	211	632
Number of Students who need education on:								
Sex Education	40	648	219	396	180	280	267	2030
Birth Control	40	648	229	396	130	280	112	1835
Sexually Transmitted Disease	40	648	210	396	180	280	112	1866
Eating Disorders								
Anorexia/Bulima	40	6	38	30	0	0	112	226
Obesity	40	6	189	30	20	35	112	432
General Health Care								
Personal Hygiene	432	648	219	125	180	150	211	1965
Diagnosis of								
ADD (Attention Deficit Disorder)	5	214	13	30	13	25	112	412
FAE (Fetal Alcohol Effect)	0	300	5	30	135	35	225	730
FAS (Fetal Alcohol Syndrome)	0	250	0	15	30	1	141	437
Traumatic Head Injury	0	3	5	0	0	1	0	9
Student Health Care Infirmary	20	5	113	396	180	200	70	984
Pregnancy	7	3	13	40	5	6	0	74
Dental	58	279	219	396	180	35	42	1209
Visual	76	93	219	396	180	25	56	1045
Hearing	0	0	211	396	180	10	18	815
Chronic Diseases	39	5	62	15	9	15	18	163

Off-Reservation Boarding School Needs Profile

Health/Physical- Student Needs/Problems	Chemawa	Flandreau	Sherman	Sequoyah	Pierre	Riverside	Wahpeton	Totals
# of Students	432	848	458	398	181	408	281	2805
Alcohol/Substance Abuse Education:								
Prevention	100.0%	100.0%	60.8%	100.0%	99.4%	24.5%	95.0%	82.1%
In-Patient Treatment	28.5%	22.8%	15.5%	5.1%	19.9%	4.9%	65.1%	21.4%
Out-Patient Treatment	52.1%	34.7%	19.2%	5.1%	29.8%	4.9%	80.2%	27.6%
After-Care	28.5%	57.6%	14.2%	10.1%	33.1%	6.1%	24.9%	27.0%
Inhalent Abuse:	0.0%	0.0%	0.0%	0.0%	0.0%	0.0%	0.0%	0.0%
Huffing	60.0%	10.0%	9.2%	1.3%	49.2%	6.1%	75.1%	23.3%
Sniffing	60.0%	10.0%	9.8%	1.3%	49.7%	6.1%	75.1%	23.4%
Education	100.0%	100.0%	47.7%	100.0%	99.4%	66.6%	80.2%	81.6%
Prevention	100.0%	100.0%	47.7%	100.0%	99.4%	66.6%	95.0%	86.3%
Treatment	11.6%	10.0%	8.1%	1.3%	49.7%	1.2%	65.0%	18.5%
After-Care	11.6%	10.0%	7.0%	1.3%	49.7%	2.5%	24.9%	11.8%
Tobacco Abuse	69.9%	60.2%	82.1%	29.3%	82.9%	42.9%	75.1%	53.8%
Education in Nutrition	9.3%	100.0%	46.6%	100.0%	99.4%	66.6%	96.0%	72.2%
Mental Health:	0.0%	0.0%	0.0%	0.0%	0.0%	0.0%	0.0%	0.0%
Services During the Day	1.9%	60.2%	34.2%	40.5%	99.4%	3.7%	30.9%	34.6%
Do you need mental health or related	0.0%	0.0%	0.0%	0.0%	0.0%	0.0%	0.0%	0.0%
on evenings/weekends?	0.0%	33.0%	29.8%	17.7%	0.0%	0.0%	75.1%	22.6%
Number of Students who need education on:	0.0%	0.0%	0.0%	0.0%	0.0%	0.0%	0.0%	0.0%
Sex Education	9.3%	100.0%	47.7%	100.0%	99.4%	66.6%	96.0%	72.4%
Birth Control	9.3%	100.0%	40.9%	100.0%	71.8%	68.6%	30.9%	65.4%
Sexually Transmitted Disease	9.3%	100.0%	45.8%	100.0%	99.4%	68.6%	30.9%	66.5%
Eating Disorders:	0.0%	0.0%	0.0%	0.0%	0.0%	0.0%	0.0%	0.0%
Anorexia/Bulima	9.3%	0.9%	8.3%	7.6%	0.0%	0.0%	30.9%	6.1%
Obesity	9.3%	0.8%	41.2%	7.6%	11.0%	8.6%	30.9%	15.4%
General Health Care:	0.0%	0.0%	0.0%	0.0%	0.0%	0.0%	0.0%	0.0%
Personal Hygiene	100.0%	100.0%	47.7%	31.6%	99.4%	36.8%	75.1%	70.1%
Diagnosis of:	0.0%	0.0%	0.0%	0.0%	0.0%	0.0%	0.0%	0.0%
ADD (Attention Deficit Disorder)	1.2%	33.0%	2.6%	7.6%	7.2%	6.1%	30.9%	14.7%
FAE (Fetal Alcohol Effect)	0.0%	46.3%	1.1%	7.6%	74.6%	8.6%	80.1%	26.0%
FAS (Fetal Alcohol Syndrome)	0.0%	38.6%	0.0%	3.8%	18.8%	0.2%	50.2%	15.6%
Traumatic Head Injury	0.0%	0.5%	1.1%	0.0%	0.0%	0.2%	0.0%	0.3%
Student Health Care Infirmary	4.6%	0.8%	24.6%	100.0%	99.4%	40.0%	24.9%	36.1%
Pregnancy	1.6%	0.5%	2.8%	10.1%	2.8%	1.5%	0.0%	2.6%
Dental	13.4%	43.1%	47.7%	100.0%	99.4%	8.6%	14.9%	43.1%
Visual	17.6%	14.4%	47.7%	100.0%	99.4%	6.1%	19.9%	37.3%
Hearing	0.0%	0.0%	46.0%	100.0%	99.4%	2.5%	6.4%	29.1%
Chronic Diseases	9.0%	0.8%	13.5%	3.8%	5.0%	3.7%	6.4%	5.6%

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Off-Reservation Boarding School Needs Profile

Demographics - ORBS Schools	Chemawa	Flandreau	Sherman	Sequoyah	Pierre	Riverside	Wahpeton	Totals
# of Students	432	648	459	386	181	408	281	2806
Age of Students								0
5 years								0
6 years					2			2
7 years					6	2	8	16
8 years					9	4	14	27
9 years					19	7	24	50
10 years					24	10	31	65
11 years					31	13	37	81
12 years					24	25	44	93
13 years	3				29	33	60	125
14 years	56	41	23		18	52	42	235
15 years	107	129	63		18	61	13	421
16 years	121	187	97		2	78	10	495
17 years	79	170	120			60		429
18 years	42	80	66			43		231
19 years	18	35	49			14		116
20 years	3	5	6			6		20
21 years		1	3					4
Grade Levels Offered	9-12	9-12	9-12	9-12	1-8	2-12	2-8	1-12
Boys	224	284	257	182	112	222	136	1428
Girls	208	364	202	204	74	186	146	1394
Applications Received	480	687	700	425	215	428	306	3241
Denied Admission	10	18	186	25	35	1	26	301
Total Requiring Handicapped Services	129	80	0	30	0	0	77	316
Total Number Counted at ISEP	414	587	456 *	296	181	408	281	2623
Total Free Meals (USDA program)	256	325	0	161	178	375	90	1385
Total Reduced Meals (USDA program)	120	130	0	35	3	0	116	404

March 1994

Off-Reservation Boarding School Needs Profile

Demographics - ORBS Schools		Chemawa	Flandreau	Sherman	Sequoyah	Pierre	Riverside	Wahpeton	Totals
# of Students		432	648	459	386	181	408	281	2805
Age of Students									
	5 years	0.0%	0.0%	0.0%	0.0%	0.0%	0.0%	0.0%	0.0%
	6 years	0.0%	0.0%	0.0%	0.0%	1.1%	0.0%	0.0%	0.1%
	7 years	0.0%	0.0%	0.0%	0.0%	4.4%	0.5%	2.1%	0.6%
	8 years	0.0%	0.0%	0.0%	0.0%	5.0%	1.0%	6.0%	1.0%
	9 years	0.0%	0.0%	0.0%	0.0%	10.5%	1.7%	8.9%	1.6%
	10 years	0.0%	0.0%	0.0%	0.0%	13.3%	2.5%	11.0%	2.3%
	11 years	0.0%	0.0%	0.0%	0.0%	17.1%	3.2%	13.2%	2.8%
	12 years	0.0%	0.0%	0.0%	0.0%	13.3%	6.1%	16.7%	3.3%
	13 years	0.7%	0.0%	0.0%	0.0%	16.0%	6.1%	21.4%	4.9%
	14 years	13.7%	6.3%	5.0%	0.0%	9.9%	12.7%	14.9%	8.4%
	15 years	24.8%	18.9%	20.3%	0.0%	8.9%	16.0%	4.8%	15.0%
	16 years	28.0%	28.9%	21.1%	0.0%	1.1%	19.1%	3.8%	17.6%
	17 years	18.3%	20.2%	28.1%	0.0%	0.0%	14.7%	0.0%	15.3%
	18 years	9.7%	12.3%	14.4%	0.0%	0.0%	10.5%	0.0%	8.2%
	19 years	4.2%	5.4%	10.7%	0.0%	0.0%	3.4%	0.0%	4.1%
	20 years	0.7%	0.6%	1.3%	0.0%	0.0%	1.5%	0.0%	0.7%
	21 years	0.0%	0.2%	0.7%	0.0%	0.0%	0.0%	0.0%	0.1%
Grade Levels Offered		9 - 12	9-12	9-12	9-12	1-8	2-12	2-8	1-12
Boys		224	284	257	182	112	222	135	1420
Girls		208	364	202	204	74	186	146	1384
Applications Received		480	687	700	425	215	428	306	3241
Denied Admission		10	19	186	25	35	1	25	301
Percent denied Admission		2.1%	2.8%	26.6%	5.9%	16.3%	0.2%	8.2%	9.3%
Total Requiring Handicapped Services		129	89	0	30	0	0	77	325
Percent Requiring Handicapped Services		29.9%	13.7%	0.0%	7.8%	0.0%	0.0%	27.4%	11.6%
Total Number Counted at ISEP		414	587	459	298	181	408	281	2628
Percent of Applications/Became Students		86.3%	86.4%	65.6%	80.0%	84.2%	95.3%	91.8%	81.0%
Total Free Meals (USDA program)		256	335	0	161	178	375	50	1360
Percent Free Meals		61.6%	56.4%	0.0%	61.1%	96.3%	91.9%	17.8%	52.0%
Total Reduced Meals (USDA program)		120	130	0	35	3	0	116	404
Percent Reduced Meals		29.0%	22.1%	0.0%	11.6%	1.7%	0.0%	41.3%	16.4%

Off-Reservation Boarding School Needs Profile

States Served - ORBS Schools		Chemawa	Flandreau	Sherman	Sequoyah	Pierre	Riverside	Wahpeton	Totals
# of Students		432	648	458	380	161	408	281	2806
States Served	Alaska	x		x					
	Alabama				x				
	Arizona	x		x	x		x	x	
	California	x		x			x		
	Colorado			x			x		
	Connecticut				x				
	Delaware				x				
	District of Columbia				x				
	Florida				x		x		
	Georgia				x				
	Idaho	x		x				x	
	Iowa	x	x						
	Illinois				x		x		
	Indiana				x				
	Kansas				x		x		
	Kentucky				x				
	Louisiana				x				
	Maine				x				
	Maryland				x				
	Massachusetts				x				
	Michigan		x					x	
	Minnesota	x	x	x			x	x	
	Mississippi				x		x		
	Montana	x	x				x	x	
	Missouri				x				
	Nebraska	x	x			x	x	x	
	New Hampshire				x				
	New Jersey				x				
	New Mexico	x		x			x		
	New York				x		x		
	Nevada	x		x			x		
	North Dakota	x	x	x		x		x	
	North Carolina				x				
	Ohio				x				
	Oklahoma	x			x		x		
	Oregon	x		x			x		
	Pennsylvania				x				
	South Dakota	x	x	x		x	x	x	
	South Carolina				x				
	Texas				x		x		
	Tennessee				x				
	Utah	x		x			x		
	Vermont				x				
	Virginia				x				
	Washington	x		x				x	
	Wisconsin	x	x	x			x	x	
	Wyoming	x	x	x			x	x	

March 1994

CONCEPT PAPER:

FOR THE DEVELOPMENT OF AN ALTERNATIVE RESIDENTIAL
AND
ACADEMIC PROGRAM AT CHEMAWA INDIAN SCHOOL.

1. OVERVIEW -
Concomitant with a decline in enrollment at the Bureau's Off Reservation Boarding Schools there has been another change that has been identified. The student population mix in attendance at Bureau Off Reservation Boarding Schools has changed significantly from a group representing the most capable of Indian youth who were required to attend off reservation boarding schools (ORBS) due to isolation, to one which now includes the least capable and most handicapped from the social, physical, mental and educational perspectives. This significant change is due, in part, to eligibility criteria.

The recent mental health screening study performed by Dr. Norman Dinges at Chemawa Indian Boarding School and the Management Report for Chemawa Indian Boarding School regarding a mental health promotion program prepared by Lawrence Shadbolt Jr. confirms emperically unique needs and problems in off reservation boarding schools (ORBS) which have been documented in countless studies and reports over the past twenty years. These findings, confirm that students being placed in ORBS programs are in need of strategies not presently being provided to meet the educational and affective developmental needs of the Indian students placed within the ORBS program.

What is needed in this respect, is an accurate collaborative appraisal of the various problems, affective, behavioral and social, of the students in attendance and being accepted for ORBS programs along with an analysis of existing systems within the Bureau of Indian Affairs and Indian Health Service. This appraisal and analysis would create programmatic and administrative change that will amend these services and ultimately the outcome variables of the students and the communities we serve.

For example, when the student population at the ORBS programs was more normally distributed in terms of educational achievement, aptitude and affective variables, the staff was predominantly professional educators with a small number of attendant support staff (School Nurses, Counselors etc.). Residential staff, generally nonprofessionals, did not posses any particular level of expertise. The Indian Health Service generally provided a physician, a school nurse or physician assistant to accommodate general medical difficulties typical of a normal juvenile population. Similarly, this population did not require special facilities to accommodate to any special needs.

However, while recognizing present student characteristics, a typical academic environment which provides supplemental services for the treatment of recognized symptomatic expression of disease is inappropriate. In order to provide appropriate services to students presently in attendance in ORBS programs it is necessary to provide a program more appropriately called an Alternative Educational Residential program. A reorganization of the systems at ORBS programs is necessary not only in the academic, but more specifically in the home living (the social and behavioral) programs if we are going to provide an opportunity for acceptable growth on the part of the students that we service.

With present Indian Health Service and Bureau of Indian Affairs staff, budgets and facilities, there is no way that we can provide the services and programs needed. When a population becomes predominantly handicapped then:

1. The composition of the professional staff must change.

2. The staff/student ratio must reflect the need for increasingly individualized approaches.

3. The residential staff must increase in skill and accept a changed role.

4. The facilities need to be altered, to accommodate contemporary treatment programs and a new array of health professionals.

It is clear that the present educational, residential health staff of the ORBS programs are no longer able to design and deliver appropriate and effective solutions. What is needed is the development of an alternative residential program concept which plans a dramatic new approach where education is subordinate to a treatment program directed by health professionals and yet remains as an intricate part of a highly individualized whole child program.

It is reccommended that Chemawa Indian Off Reservation Boarding School become the facility that will develop this concept and focus attention on meeting these social and behavioral needs of the students.

Dr. James C. Martin, Assistant Director, Office of Indian Education Programs in his memorandum of January 14, 1988 responding to the need addressed in Dr. Dinges and Shadbolt's studies authorized the Portland Area Education Programs Administrator to initiate a study to examine the feasibility of developing collaborative efforts with the Indian Health Service in meeting the needs of the students residing within the Chemawa dormitories. Included in recommendations based on these studies provided to him and to appropriate Indian Health Service managers, was a recommendation to provide a consultation plan to bring tribes, the school board and the union into future actions and/or recommended changes.

The following philosophy, recommendations and assumptions are viewed as key elements in the development of an alternative residential off reservation boarding school to accommodate to the uniqueness of the service population and need for preventative and remedial services.

II. PHILOSOPHY -

The purpose of this concept paper is to recommend strategies and direction in the development of a off reservation residential treatment program at Chemawa Indian School. Conversations and research to date does indicate succinctly that an intergrated well planned educational and health bureau program for Native American Youth in attendance in ORBS Programs has not been developed and that very few Interagency or Intraagency efforts have been established in regards to the initiation of wholistic programs at off reservation boarding schools.

Recognizing limitations of survey and research data to date it is still very obvious that any measure of symptoms such as drug [illegible], anxiety, depression, suicide, etc. indicate a very serious problem among Americian Indian youth. Regardless of how this information is looked at, with what degree of skepticism, the fact remains that the problems that are being experienced by Native American Youth are not decreasing, but are becoming more severe. Unless a preventive Health Program is initiated that can meet the needs - whatever these needs are identified to be, the problems experienced by youth in off reservation boarding schools will not go away and will create an untenable situation increasing socio/maladjustment symptoms, social behavior maladjustment and insufficiant growth. To develop a program for American Indian Youth at off reservation boarding schools a complete interactive plan with all service providers is needed in order to develop the scope and directions for a program necessary to provide both technical and professional services. This strategy mandates a comprehensive consideration and approach that includes physical, mental and intellectual components of the individual.

DEFINITION -

An off reservation alternative boarding school is defined as a live in center for American Indian Youth of selected age ranges for short and long term care for mental, physical and health treatment, combined with an appropriate educational program. The purpose of an off reservation alternative boarding school is to prepare and impliment comprehensive and effective individualized programs for the treatment of diagnosed mental, physical, health, and educational difficulties and to design, deliver, and intergrate individualized education programs which compliments the health care effort for students in attendance. The Alternative Off Reservation Boarding School is a year round program for students. The summer session is designed for students needing special services.

III. ASSUMPTIONS -

The foundation for any concept is a set of assumptions which sets forth a basic belief underlying the development of any program. The following assumptions have been advanced in this context and are predicated on research findings and on management reviews and have survived as valid indicators of a present need for an alternative off reservation boarding school..

1. There is a need for an alternative boarding school in the Bureau of Indian Affairs of a therapeutic/educational nature for American Indian students. The present population in off reservation Indian boarding schools, has handicapped and social/behavioral maladjusted children ranging in estimates from 70% to 95% of their population. Present boarding schools have not been shown to be effective in the treatment and remediation of social/behavioral and academic therapeutic needs of the majority of Indian students in attendance. Thus, new measures are needed.

2. The social/behavioral/educational service delivery systems now present in off reservation boarding schools do not provide appropriate models for wholistic treatment or prevention of problems experienced by American Indian youth. By utilizing an existing facility the Bureau can accommodate to the variant needs of the student population utilizing an InterAgency approach and staff to accommodate individualized needs.

3. An alternative off reservation boarding school must offer a wide spectrum of services. American Indian students in attendance at alternative off reservation boarding schools, will have a diversity of problems and a universe of ideologies. This facility must be prepared to treat the whole child with a diverse variety of personnel and services.

4. The student/staffing ratio for education, behavioral, and social services must be reduced to provide a more realistic service plan based on students wholistic needs. Staffing patterns must reflect a more professional oriented staff on a 24 hour/day, 7 days a week, basis.

5. All staff members at an alternative off reservation boarding school must receive training and in service in transdisciplinary treatment. Present professional limitations and lack of training have precluded a wholistic approach to the treatment, remediation and prevention of student difficulties. Team work must be required and all staff members trained on individual student difficulties regardless of professional orientation.

6. An alternative off reservation boarding school must admit students for educational and social/behavioral treatment for long term and short term care at any time and it must be operated on a twelve month basis. No student should be expelled or suspended from an alternative off reservation boarding school. Acceptance for treatment, whether it be educational, social or behavioral must include accepting the responsibility for meeting each child's unique needs which cannot be accommodated realistically within their home and community.

7. Students accepted at an alternative treatment program will not necessarily meet the academic requirements in a traditional ORBS program.

8. The Bureau of Indian Affairs and Indian Health Service will develop outreach services in the communities from which the student are drawn and will provide training and technical assistance in the establishment of student criteria for enrollment. This will necessitate outreach teams.

9. An alternative off reservation boarding school will require that an interagency structure be developed to accommodate to the specific needs of the alternative off reservation boarding school population. Specific organizational charts for the alternative "ORBS" professional and paraprofessional staff must be developed which reflect the specific needs of the program and not of any particular federal agency. The alternative off reservation boarding school must be viewed as a community in which Bureau of Indian Affairs educational and social dormitory personnel and Indian Health Service medical, social and mental health specialists work together to meet the educational, behavioral, social, and physical needs of the Indian students within the alternative boarding school setting.

10. The Indian School Equalization Program Formula needs to be modified to accommodate to the population served at an alternative off reservation boarding school and not the present generic funding formula. The. ISEP money needs to provide funding for staff providing services to students, regardless of their specific federal organization. Further, the financial structure and staffing patterns of all agencies involved in intra agency cooperation at an alternative off reservation boarding school must modify there financial and staffing patterns to appropriately reflect the needs of the program and must not be based on present funding and staffing structures.

11. The Indian Health Service must redesignate a part of the Chemawa Health Clinic as a student health center and modify staffing patterns in light of the program developed. The Indian Health Service facility at an alternative off reservation boarding school must provide 24 hour care for students. Student selection criteria must be established based on the programs developed and admission requirements must take into account the student's educational, social, behavioral, and physical status. Their criteria must be published and training must be provided in all feeder communities.

IV. RECOMMENDATIONS -

The primary purpose of these recommendation is to provide direction and structure for the purpose of developing and seeking adoption of the various needed components of alternative off reservation boarding schools. Related objectives, tasks and evaluations will need to be developed on the part of those involved for the purpose of presentation to the Indian Health Service and the Bureau of Indian Affairs and once approved to the respective headquarters for approval and submission to Congress for funding.

Developmental Steps:

1. Establish a committee of Key Bureau, Indian Health Service, and Chemawa School Board and staff to plan, develop, and implement an alternative off reservation boarding school at Chemawa Indian School that provides for the educational, social, emotional and physical developmental needs of Indian adolescents. It is further recommended that a consultant be employeed to

coordinate and facilitate the meetings and help develop program recommendations for submission and approval.

2. That an interagency structure be developed to accommodate to the specific needs of the alternative ORBS population, with necessary management organizational structure and financial support as needed to accommodate to the program.

3. That the facility at Chemawa Indian School be modified, to accommodate to the varient needs of the student population.

4. That a proposal be developed for transmittal to appropriate authorities which reflects

   A. Concept dimensions
   B. Unique population
   C. Staff
   D. Facilities
   E. Cost
   F. Programs and Program Objectives
   G. Community Relations

5. This proposal should include all necessary time oriented task objectives and evaluations necessary to modify Chemawa into an alternative off reservation boarding school by July 1, 1989.

6. That an immediate objective of the committee be to develop organizational objectives for the committee which constitutes a plan of action to achieve an approved program by July 1, 1989. The committee will be responsible for developing and submitting to the Portland Area Bureau of Indian Affairs and the Indian Health Service this plan with time oriented objectives and a request to Congress for add-on funds to begin the development planning and implementation of the Chemawa off reservation boarding school concept by July 1, 1988. This shall include an executive summary by the executive committee representatives (including the school board and other impertinent authorities at Chemawa and the Portland Area for transmission to headquarters.)

V. PROPOSED TIMELINE FOR IMPLEMENTATION BY JULY 1, 1989

A. Submit request for add-on funds for developmental stage, to Congress - June 1, 1988.

B. June 1-August 1, 1988 - Committee meets, conducts needs assessment and develops training calendar for October 1, 1988 - July 1, 1989, for Chemawa staff and outreach teams.

C. June 1 - August 1, 1988 - Committee determines needed facility changes and submits plan for making these changes by July 1, 1989.

Dropout Epidemic at an Indian Boarding School

James H. Shore, M.D., and

Jerrold Levy, Ph.D.

In a recent editorial from the American Psychiatric Association, the Task Force on Indian Affairs (Beiser, 1974) pointed to the hazards for mental health in Indian boarding schools. At the same time, the task force did not call for the disbanding of Indian boarding schools, which is a position often taken by American psychiatrists and is a position that is not supported by most American Indians. This research project was conducted during a period of heavy dropouts at an Indian boarding school and attempted to identify the high risk student group, using a public health approach and presenting the data as a guideline for preventive mental health programs.

Dr. Shore is Director, Community Psychiatry Training Program and Associate Professor; formerly Chief, Mental Health Office, Portland Area Indian Health Service; and Dr. Levy is Professor of Anthropology, University of Arizona.

The authors wish to express their appreciation to the staff of the Mental Health Office, Portland Area Indian Health Service, and to the staff of the Chemawa Indian School for their assistance with this work.

Reprints may be requested from the author at The University of Oregon Health Sciences Center, 3181 S. W. Sam Jackson Park Road, Portland, Oregon, 97201.

Between the school years 1967-68 and 1970-71, gradually increasing dropout rates indicated that a veritable epidemic was occuring at the Indian boarding school serving the states of the Pacific Northwest. From 1967-68 until the 1970-71 school year, dropout rates gradually rose from 3 to 26% of the entire student body. In a research project which focused on the 1969-70 school year, the authors conducted a retrospective survey. The project was planned jointly with the boarding school staff and the school Indian advisory board. The research was designed to match all student dropouts with a student control group who remained in the school for the entire year. There were several goals in conducting this research: (1) to describe the Indian youth in areas of pre-school adjustment, reasons for referral to boarding school, health adjustment, academic achievement, and in-school behavior; (2) to compare the characteristics of the dropout population to those of a student control group; (3) to determine if factors could be identified which differentiated the high-risk students from those in the control group; and (4) to search for demographic, academic and behavior criteria which could serve as a predictive index for morbidity in boarding school adjustment.

THE SETTING

This boarding school, established in 1880, is the only Bureau of Indian Affairs school located in the Pacific Northwest. During the 1969-70 school year there was an enrollment of 860 Indian students. The school was in a transitional phase, moving towards acceptance of a larger percentage of students from the Pacific Northwest. Between

1967 and 1971, the student body had changed from 87 percent Alaskan and 13 percent Navajo to 65 percent Alaskan and 35 percent Northwest Indian students.

This diverse population does not represent all Alaskan, Navajo, or Northwest students who attend Bureau of Indian Affairs boarding schools since many students may be assigned to a school in another geographic area. Within the Pacific Northwest, the students come from two distinct cultural areas, the first being students from the coastal tribes representing "Northwest cultures", the second from the intermountain area representing "plateau cultures". Students range in age from 14 to 23 years and attend grades 9 through 12. Alaskan and Navajo boarding school student referrals most frequently were made on the basis of geographic isolation and a lack of public school facilities in the local community. All Northwest reservation communities are situated close to public school facilities which serve the majority of Northwest Indian students. Referral of a Northwest Indian student to boarding school is often made on the basis of disorganizing social or interpersonal factors.

It is important to emphasize the diversity of the student body in this and other Indian boarding schools. Indian students are referred from different tribes in different regions of the country. In some cases, Indian boarding school is the student's court of last appeal, following dropout from a local public school, involvement with the juvenile court or an unstable home environment. In other instances, Indian parents will encourage their children to apply to boarding school to maintain cultural identity in an all Indian setting.

THE DROPOUT STUDY

In the 1969-70 school year, 76 percent of the disciplinary discharges and 56 percent of the administrative dropouts came from the Northwest student group. This was significant when the dropout group was compared with the total student body representation: 65 percent Alaskan, 35 percent Northwest Indian students. This trend continued in the 1970-71 school year with 78 percent of the disciplinary discharges and 54 percent of the administrative dropouts coming from the Northwest student group.

In the summer of 1970, a systematic record review was conducted on 248 student records, using a 75-item school record review guide developed for this research. The review guide included information about tribal affiliation, family status, health and behavioral adjustment, previous school history, academic achievement, boarding school behavior, dorm and campus adjustment. To evaluate the influence of tribal culture a distinction was made between Eskimo and Alaskan Indian, and between coastal and plateau tribes of the Pacific Northwest. One hundred and seventeen student dropouts from the 1969-70 school year were included in the survey. (see bar graph) This group consisted of 64 disciplinary discharges and 53 administrative dropouts. The total sample included all Northwest students attending the boarding school, and all dropouts among Alaskans, with a matched group of

Alaskan students who remained in school. The control group of Alaskan students was selected by matching for sex, school grade, and home village or area. In the surveyed group there was a total of 117 students who left school and 131 students who remained. Northwest students outnumbered Alaskans in both dropout categories: disciplinary leavers 49 to 15, administrative leavers 30 to 23 (see table). There were 135 male and 113 female students included in the study, with approximately equal numbers of boys and girls in the dropout and control groups. Of 15 Alaskan disciplinary leavers, two were female (13 percent) as compared to a Northwest male-female ratio of 30 to 19 (39 percent female). There was a representative distribution through all grades with an age range of 14 to 23.

· Hypotheses were developed in three areas: cultural, behavioral, and campus adjustment. The cultural hypothesis predicted that student dropout from Indian boarding school would relate to the level of "acculturation and culture conflict". The behavioral hypothesis states that prior behavioral maladjustment, history of broken home, juvenile involvement, or previous school dropout would increase the student's risk in this boarding school. The hypothesis relating to campus adjustment stated that student problems were related primarily to experiences that occured on campus after the student arrived at boarding school. These on-campus experiences were reflected by classroom adjustment, dorm and extra-curricular behavior, relationships with other students, and external events affecting both student and faculty. Although the hypotheses in these three areas were stated independently, none of these factors of influences existed in isolation. In the boarding school setting, it is most likely that a combination or combinations of these factors combine in a complex manner to produce the end result of school dropout.

FINDINGS

Indian students who lived in an institution or foster home prior to their admission to boarding school were leavers significantly more often than children who lived with both parents, one parent and a step-parent, or relative. This finding was significant for both the Alaskan and Northwest students. The notion that children from disorganized families require institutional care, that these children are less well adjusted in a public school setting, and that they are subsequently referred to boarding school, has been demonstrated in numerous studies. These problems exist regardless of a student's cultural background. It appears from these findings that the broken home or extended family placement did not relate to a student's dropout potential unless that student had been placed out of his extended family in an institution or foster home. In addition, wardship status was a predictor of school dropout only for Northwest Indian students. Since Alaskan students were referred for geographic reasons it was no surprise that their wardship status did not predict school adjustment problems.

There were no differences between the leavers and stayers within the cultural groups by any of the major indices of accultural level; for example, language spoken at home, type of parental marriage, place of residence, education of father, occupation of father, and social class of father. Cultural factors indicating the degree of "Indianness" did not determine success or failure of the Indian student at this boarding school. There may be a selection process which discourages the highly acculturated Indian student from applying to the boarding school. Nevertheless, once the student reaches the boarding school, the level of acculturation is not a practical predictor of success or failure. The students of unmarried parents tended to leave if they came from Alaska but not from the Pacific Northwest. Also Alaskan leavers tended to be children of mixed marriages, that is, white fathers, significantly more often than Northwest students. These two findings were specific for the Alaskan student dropout group.

ACADEMIC ADJUSTMENT

Scores on standard achievement tests which were taken at the beginning of the school year showed a significant difference between stayers and leavers and between Alaskan and Northwest student groups. The most significant difference appeared on the California Reading Test with stayers scoring one year higher than leavers. This difference of achievement was greater for the Northwest group but still significant for Alaskans. The California Math Test also showed a significant grade underachievement of the students who subsequently left boarding school. Similar to the reading score, the Northwest students scored lower than the Alaskan. Preboarding school grade point average also reflected a significant difference between the student dropout and control groups.

BEHAVIOR AND ALCOHOL ABUSE

There were significant findings concerning on-campus behavior in the areas of drug and alcohol abuse, suicidal gestures, and referral to a counseling resource. Male students were reported to have significantly more episodes of alcobol and drug abuse except in the category of solvent sniffing. The frequency of drug abuse (86% of reported drug abuse episodes were associated with alcohol abuse) was equal between male and female for single occurences but, in multiple occurences, male students out-numbered female students 56 to 22. Drug abuse was twice as common among disciplinary leavers (46 to 18), less common among students who left for other reasons (19 to 34) and equal among students who remained (63 to 68). Alaskans who remained in school had little reported drug abuse, whereas Northwest coastal students were equally divided (12 to 14) among abusers and nonabusers. Seventy three percent of all Northwest interior stayers abused drugs one or more times.

Forty-five percent of all students had at least one incidence of severe intoxication. Male students outnumbered female students in an increasing trent regarding the severity of drinking. Drinking episodes were more common among disciplinary leavers, but this was not statistically significant. The over-representation among Northwest interior students who remained in school was true for alcohol abuse as well as abuse of other drugs. On-campus drinking was roughly equal for male and female students but off-campus drinking episodes were twice as common among male students.

Out of the 15 suicide attempts in the studied population, four students left school, eleven remained. Only one student in the suicide attempt group came from Alaska, while fourteen came from the Northwest. However, Alaskan suicide attempts were under-represented in the studied population. During the 1969-70 year a school-wide total of 30 suicide attempts took place involving 22 females and 2 males, 12 students from the Northwest, 10 from Alaska, and 2 from Navajo. There were no significant differences in the style of suicidal behavior or other major medical illnesses between the leaver and stayer groups.

ON CAMPUS BEHAVIOR

There was a clear relationship between episodes of physical violence and school dismissal. Disciplinary leavers were involved ten times more often in episodes of vandalism with 80 percent coming from the Northwest group. It seems significant that members of the control group were engaged in stealing or shop lifting four times more frequently than the leavers (9 versus 2 percent). There was in increase among the leavers in the number of fights, AWOLS (80 percent Northwest), student staff confrontations, missed work details, and little extra-curricular involvement. The combination of physical violence with peers or staff, associated with acute intoxication, was most significant for Alaskan students since all in this category were dismissed.

DISCUSSION

Since the pattern of boarding school dropout is often associated with a permanent dropout adjustment and with tragic effects on the student's self image (Atchison, et al, 1972) it seemed important to use these data as a basic yardstick in predicting a student's dropout potential and in developing an appropriate program for dropout prevention. Several items in the Indian student's background have been identified which significantly relate to a subsequent boarding school dropout. These were: 1) a history of institutional or foster home care prior to school referral, 2) a history of wardship status for the Northwest student group and 3) a lower level of gradepoint average and achievement scores prior to boarding school admission. In addition, alcohol abuse among the boarding school students was shown to relate frequently to school dismissal, particularly if associated with arrest or physical violence. The fact that some infractions do not lead to dismissal while others do is significant. It appears that only violent behavior is sufficiently disrupting in the institutional setting to warrant student dismissal, while other types of antisocial behavior, such as shop lifting, are more widely tolerated. Suicide attempts were shown to be inversely related to dropout potential. Perhaps this behavior was an effective way of calling for help.

As a part of the ongoing mental health consultation to the boarding school, several distinct projects were initiated simultaneously which were intended to affect the students during the 1971-72 school year (Shore, 1974).

1. First, results of the dropout survey were shared with the Indian school board and school administration.
2. Plans were initiated to recruit additional counseling staff, emphasizing early contact with identified high risk students.
3. A special training program was initiated for dormitory aides to increase their skills in coping with student behavior adjustment problems in the residential settings. We thought that students were rarely dismissed for scholastic reasons and that dismissal was most often related to maladjustment in the dorm, conflict, or confrontation with the dorm staff.
4. An alcohol abuse counseling and education project was proposed to the National Institutes of Alcoholism and Alcohol Abuse. The alcohol project was designed to function with Indian school board sponsorship, groups of student volunteers as peer counselors, and an all-Indian counseling staff; and the student government would actively participate in policy setting and in recruitment for student volunteers. The program was approved and funded in the summer of 1971.
5. A new superintendent was appointed as administrator for the boarding school. This event was not planned nor influenced by the mental health consultation. The appointment appeared to be coincidental and occured at the time of the development of the four projects mentioned above. However, the appointment was highly significant, and led to a clarification of the school policy and to an improvement in the consistency of administrative decision making.

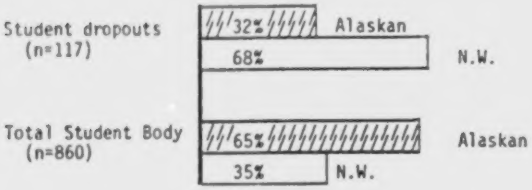
In the 1971-72 school year, the dropout rate was lowered from 26 percent to 19 percent of the total student body. This change meant 50 additional students remained in school as compared to the previous year. However, results of the consultation projects were incomplete and partially unsuccessful. Following the dropout survey, little use was made of the findings. High risk students were not systematically screened for special counseling services. The neglect of systematic screening for students at risk could be attributed in part to the staff's impression that the high risk parameters were inconsistent from one year to the next with a constantly changing student body population. The school continued to have intermittent changes in the admission policy, first including, then excluding high risk students. In fact, if high risk students are identified, an overwhelmed administration can use these data to exclude students from admission in an effort to have fewer behavioral problems on campus. Furthermore, the Indian school board hesitated to label youngsters as "high risk" and plan for counseling services in an educational institution.

In 1963, at the same Northwest boarding school, a technique was validated for identifying emotionally disturbed students (Nelson, et al, 1964). The goal then, as in the current project, was to identify high-risk students and to initiate a program designed for early intervention. Indian students were not screened for special services following publication of that report.

Hammerschlag (1973) has stated that, the more Indian boarding schools accept the charge of dealing with "problem children", the more they de-emphasize the real needs of these problems to be dealt with elsewhere, by parents and the tribes themselves at home. However, it is my impression that this response echos the earlier calls of American psychiatry for the disbanding of Indian boarding schools. It denies the special needs of Indian students with behavior adjustment problems who remain in the boarding school system. The need for more peer-oriented counseling and multi-faceted support services is documented in this paper. Recently this has been discussed by Dlugokinski and Kramer (1974) in an analysis of Indian boarding schools as a system of neglect. The public health model used in this research to identify high risk students is one method of a multi-faceted approach which could identify students most in need of preventive mental health services.

Student Dropout Pattern

1969-70 school year



Tribal Pattern of School Dropout

	N.W. Students	Alaskan Students
Disciplinary discharge	49	15
Administrative discharge	30	23

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DEPARTMENT OF HEALTH AND HUMAN SERVICES

Public Health Service
Phoenix Area, IHS

MEMORANDUM

Date December 21, 1992

From: Phoenix Area, Chief Medical Officer, IHS

Subject: Concept for Sherman Indian High School

To: Charles Gebowe; Chief, Elementary and Secondary Education, BIA

Enclosed is the document used to generate discussion on the concept of the needs of students attending our off reservation boarding schools. The outcome, most recently, was several discussions I had with Neal Casey in Riverside and being able to sit in on their latest working visit to Sherman.

Most everyone agrees that there are many variables that allow or impede learning and, in my opinion, one of the greatest contributors to augmenting learning is "peace of mind, body, soul and spirit".

The time-table attached at the end of the concept paper (needs to have the dates adjusted) provides for approximately two years to evaluate the students, their needs and wants while planning for the process to implement the concept.

I will be more than happy to discuss with you the idea in detail. Dr. Paul Organ, Child/Adolescent Psychiatrist (board certified in both) is the person most responsible for initiating the concept and would likewise be available for any discussions you might wish.

Thank you so much for your interest.

Ted Redding

Theodore J. Redding, M.D.

BEST COPY AVAILABLE

CONCEPT PAPER FOR SHERMAN INDIAN SCHOOL
AS A
THERAPEUTIC RESIDENTIAL SCHOOL

PROPOSAL

The Indian Health Service (IHS), in conjunction with the Bureau of Indian Affairs (BIA) should undertake a joint institutional and agency effort to transform the Sherman Indian School into a "Therapeutic Residential School".

BACKGROUND

The experience for the last several years has indicated: 1) The number of students completing the school year compared to the number starting the school year has been approximately 50% (+/- 10%). 2) The Clark Behavioral Health Center has been involved, either with referrals upon arrival or throughout the school year, with counseling approximately 70% of the students concerning issues that could/do significantly interfere with the ability to learn and develop into desirable graduates. 3)Much of this "baggage" the student is carrying can be only peripherally and incompletely dealt with utilizing the current arrangement.

At a recent IHS mental health education conference in Denver one of the workshops addressed "The Future of Indian Boarding Schools". The ensuing presentation and discussion clearly revealed the historical and current dilemma(s) of the few remaining boarding schools for Indian children.

Several individuals argued passionately and eloquently that the original purpose of the boarding schools had been to remove Indian children from their families; eliminate their traditional language, dress and culture; and "assimilate" them into the mainstream of American society and into the work-place in urban, suburban, or small town rural America and NOT to prepare them to contribute to their cultural heritage and return to their home communities. In the opinion of these individuals the outcome of the boarding school educational process was the disruption of the traditional Indian family support structure and the destruction of a viable, healthy and adaptive "Indian identity" for those individuals subjected to this process of "assimilation".

Many of the current mental health and behavioral health problems of Native Americans (alcoholism and substance abuse, child abuse, dysfunctional families and alienation from traditional Indian spiritual values and practices) were attributed to the governmental policy of mandatory attendance and the culturally unhealthy living environments at the boarding schools. For these individuals, the Indian boarding schools have outlived their purpose and whatever usefulness they may have had, and should be phased out of existence. They proposed that the money spent on the boarding schools be funneled back into the reservation and tribal/public schools.

Subsequently a few individuals attending the workshop spoke up in defense of the positive aspects of their boarding school experiences, primarily the benefits of being exposed to the world outside of the reservation and the capacity for a "better" education. These individuals felt strongly that it was through their education and training at the boarding schools that they were able to pursue higher education and achieve success within the American society.

For some of these individuals the boarding school provided them with an option and an opportunity to escape a difficult family situation or an inadequate, frequently non-existent, reservation school. Despite acknowledging the problems and traumas of their boarding school experiences, these individuals felt that the "boarding schools serve an important purpose and are a necessary alternative" for many Indian adolescents and their families.

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After a vigorous discussion, an elder(ly) Indian man stood up and said "since the boarding schools are not going to disappear perhaps what needs to happen now is that they are given a new mission that helps our children and doesn't destroy them as Indian people". The loud round of applause that followed this statement appeared to indicate consensus acceptance and approval.

This proposal then, is directed toward a "new mission" and is basically that there be an institutional and philosophical transformation of the Sherman Indian High School into a Therapeutic Residential School as a pilot/demonstration project for a meaningful "new mission" for Indian boarding schools.

RATIONALE

The concept of a Therapeutic Residential School (TRS) is based upon the idea that a residential (boarding) school is more than just an academic experience in which the students happen to live on campus. Since more than half of the students' time is spent outside of the classroom, their experiences in the dormitories, cafeteria, outings and extracurricular activities have a significant impact and influence on cognitive, emotional and psychosocial development and growth.

In addition to receiving and actively participating in an appropriate and challenging academic experience, in a therapeutic residential school ALL of the students receive individual and group counseling, guidance and instruction around significant "non-academic" issues like: time and financial management, goal setting, career/life planning and dealing with physical, emotional, sexual, elder, spousal, child and substance abuse in their own lives and those of their families and communities.

Facilitating positive and constructive interpersonal and social interactions and relationships between students, staff and faculty is a primary goal of the therapeutic residential school. A therapeutic residential school attempts to transform the entire school (academic and residential) setting into a therapeutic community which seeks to address the students' developmental needs within a structured, adult-supervised environment that has a clear and consistent institutional philosophy based upon maximizing the physical and mental health of the students as a necessary PREREQUISITE to academic performance and FOUNDATION for transition into being healthy and productive adults. Dual and multiple diagnosis individuals are recognized and all education and therapy is individualized to the needs of each student. In essence, a Therapeutic Residential School is a "SECURE, CARING, HOME-AWAY-FROM-HOME THAT PROVIDES EXCEPTIONAL EDUCATIONAL EXPERIENCES IN AN ENVIRONMENT WHERE EVERY MEMBER OF THE STAFF IS DEVOTED TO THE TOTAL WELL BEING OF THE STUDENTS".

CONCLUSION

As we move into the next century, the role, purpose, function and even the necessity of the Indian boarding schools is seriously being questioned by many individuals, both within and outside of the local and national Indian community. The historical legacy of the Indian boarding school, and the short and long term effects on Indian students, families, tribes and communities continue to be issues of significant importance and concern. What is clear is that the original "mission" of the Indian boarding schools to assimilate Indian students into the mainstream American society was accomplished at a tremendous price; namely, the disruption of family and tribal support systems and the negation of a healthy, productive and adaptive Indian identity.

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Not only is the original mission of the Indian boarding schools no longer appropriate, but any new "mission" must seek to redress the wrongs of the past and existing institutional policies and provide a secure and caring environment that prepares today's Indian students for tomorrow's world Creating a Therapeutic Residential School at the Sherman Indian School in Riverside, California is an essential and first component of this process

* There is considerable research and literature documenting the effectiveness of combining a therapeutic community approach to educational environments. Due to lack of time and space this information is not discussed in the brief concept paper. Some of the important details of how this model could be implemented at the Sherman Indian School have been enclosed in draft form that does not contain the fiscal data that will be developed at a later date.

N C A   Section V   Item #9.   Possible addition

Off Reservation Boarding Schools - The BIA and IHS will jointly plan, develop and implement programs for off reservation boarding schools to assure a secure and caring home-away-from-home environment. All staff will be educated in recognizing and relating to the total needs [including abuse, especially substance abuse; emotional and behavioral problems; dual diagnoses, etc.] of the students in a compassionate, understanding and proactive manner. The BIA and IHS will jointly support this evolution into a CARING, HOLISTIC, SECURE EDUCATIONAL INSTITUTION by initiating the process at one such school [suggest Sherman Indian High School] and reporting back to the combined Area Director's meeting in 1993. Alternative resources may be sought and utilized in implementing this section. c.f. P.L. - 99-570; section 4209 (a) + (b).

Reference Authority/Mandates: Public Law 99-570

*** Section 4212 (a)
Sections: 4202 (9) + (10)
    4203 (4)
    4204 (4)
    4205 (2) + (4)
    4208
    4209 (a) + (b)
    4211 (a)
    4225 (1) + (2)

Needs re-dating · 5

Sherman School Proposal Draft

TIMELINE

PRELIMINARY PROPOSAL Sept 92 - May 93 Phase One	STRENGTHS AND NEEDS ASSESSMENT OBTAIN AND PREPARE FOR PLANNING GRANT
SUMMER INSTITUTE I June 93 - Aug 93 Phase Two	CURRICULUM, PROGRAMS AND PROJECTS STUDENT & TEACHER TRAINING/EDUCATION
ACADEMIC YEAR I Sept 93 - May 94 Phase Three	CURRICULUM, PROGRAMS AND PROJECTS FROM SUMMER INSTITUTE DEVELOPMENT AND DISSEMINATION OF IMPLEMENTATION PROPOSAL
SUMMER INSTITUTE II June 94 - Aug 94 Phase Four	REVIEW OF ACADEMIC YEAR I CURRICULUMS, PROGRAMS AND PROJECTS STUDENT & TEACHER TRAINING/EDUCATION PREPARATION FOR IMPLEMENTATION GRANT SUMMARY AND ANALYSIS OF PLANNING GRANT
ACADEMIC YEAR II Sept 94 - May 95 Phase Five	BEGINNING OF IMPLEMENTATION GRANT
ACADEMIC YEAR III Sept 95 - May 96	. . . .
ACADEMIC YEAR IV Sept 96 - May 97	. . . .

Paul Organ, M.D. Indian Health Service

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Sherman School Proposal (DRAFT)

OVERVIEW

"STRENGTHS AND NEEDS ASSESSMENT" (Sept 92 - May 93)
PHASE ONE

The primary objective of Phase One is development of the appropriate structure(s) and process(es) to identify and assess the strengths and weaknesses of the existing educational and residential environment at the Sherman Indian School.

The primary goal of Phase One will be to summarize, analyse and discuss the results of the Strengths and Needs Assessment" and utilize this information as the foundation, focus and emphasis of the curiculum and programs developed for the Summer Institute.

The secondary goals of Phase One will be to (1) explore potential resources and obtain funding for a Planning Grant (2) and begin the process of educating and engaging significant individuals, groups, organizations, agencies and institutions affiliated with the Sherman Indian School in the effort(s) to transform it into an optimal educational and therapeutic environment for Native American adolescents.

*** PLANNING GRANT BEGINS ***

SUMMER INSTITUTE I (June 93 - Sept 93)
PHASE TWO

The primary objective of Phase Two is the implementation of the first Summer Institute. The Summer Institute will utilize the information, recommendations, criticisms and insights gained from the "Strengths and Needs Assessment" as the foundation of the curriculum and programs developed for the teacher and student participants in the Summer Institute.

The primary goal of the Summer Institute will be to design and develop the process and programs by which the Sherman Indian School will BEGIN its transformation into an optimal educational and therapeutic residential environment that will prepare Native American adolescents to be healthy, conscious, productive, balanced and centered adults in the 21st century.

The secondary goal of the Summer Institute will be to develop the organizational and administrative structures and procedures necessary to administer, document and coordinate the Planning (and subsequently the Implementation) Grant.

Paul Organ, M.D. Indian Health Service

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Sherman School Proposal (DRAFT)

ACADEMIC YEAR I (Sept 93 - May 94)
PHASE THREE

The primary objective of Phase Three will be to initiate the implementation (and documentation) of the philosophies, guidelines, strategies, technologies, curriculums, and programs developed by the Summer Institute's participants.

The primary goal of Phase Four will be to begin the process of engaging, educating and empowering the students, faculty, administration, support staff, alumni, families, tribes and other significant members of the Sherman Indian School community about the process by which the school will be transformed into an optimal educational and therapeutic environment.

The secondary goals of Phase Four will be to develop, disseminate and obtain funding for the Implementation Grant and continue preparations for the second Summer Institute.

SUMMER INSTITUTE II (June 94 - August 94)
PHASE FOUR

The primary objective of Phase Four will be to review and assess the initial efforts to engage all members of the Sherman Indian School community in the challenging and painful processes of growth, development and change necessary to create an optimal educational and therapeutic environment.

The primary goal of Summer Institute II will be to review and revise the curriculums, projects, interventions, processes, practices and philosophies of the Academic Year I effort.

The secondary goals of Summer Institute II will be to summarize and evaluate the accomplishments of the Planning Grant effort(s) and prepare for the beginning of the Implementation Grant.

Paul Organ, M.D. Indian Health Service

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Sherman School Proposal (DRAFT)

PHASE FIVE

*** IMPLEMENTATION GRANT BEGINS ***

ACADEMIC YEAR II	(Sept 94 - May 95)
SUMMER INSTITUTE III	(June 95 - Aug 95)
ACADEMIC YEAR III	(Sept 95 - May 96)
SUMMER INSTITUTE IV	(June 96 - Aug 96)
ACADEMIC YEAR IV	(Sept 96 - May 97)

Paul Organ, M.D. Indian Health Service

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PLANNING GRANT September 1992 - September, 1994

Sept 92 - June 93	Preparation of Planning Grant Proposal Phase One
June 93 - Sept 93	Summer Institute I Phase Two
Sept 93 - June 94	Academic Year I Phase Three
June 94 - Sept 94	Summer Institute II Phase Four

IMPLEMENTATION GRANT September, 1994 - September, 1997

Sept 94 - June 95	Academic Year II Phase Five
June 95 - Sept 95	Summer Institute III
Sept 95 - June 96	Academic Year III
June 96 - Sept 96	Summer Institute IV
Sept 96 - June 97	Academic Year IV
June 97 - Sept 97	Summer Institute V

Paul Organ, M.D. Indian Health Service

DEPARTMENT OF HEALTH & HUMAN SERVICES

Public Health Service

Phoenix Area Indian Health Service
3738 N. 16th St. Suite A
Phoenix, Arizona 85016-5981

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DATE: October 9, 1992

From: Director, Maternal Child Health Program, PAIHS

Subject: Concept Paper, Sherman Indian High School

TO: Chief Medical Officer
THRU: Director OHP

Your concept paper offers a real future for Sherman Indian High School, even more for the future of aftercare treatment, with Sherman Indian High School as an alternative school. However, unless proper resources were placed, the school would only serve as a warehouse for adolescents in need of a "bridge" to reality and today.

As you are aware, whereas 20-30 years ago 60-70% of Indian children did not get a high school "education" except for leaving their home reservations and going to the BIA boarding schools (no reservation high schools), today much has changed. Most Indian children now go to public schools (over 95% in the Phoenix Area), with the boarding schools actually amounting to alternative schools for children with problems. Many of these children have been expelled or suspended from a "regular" school (or are about to be), found to have major behavioral problems, and thus are sent to BIA boarding schools as a last resort. Unfortunately, these BIA schools are still staffed as "regular" schools, and children are left with insufficient staff to supervise, assist, mentor or counsel them during the 17 "home" hours when school is no longer in session. Home living staff are among the lowest paid of all employees. Communication between the academic and home living staff has been minimal, with the home living staff serving basically as wardens and disciplinarians. Although recreational facilities may be present on campus, recreational activities are essentially non existent, given lack of supervision and either locked up equipment or restricted access to those facilities. IHS plans to have trained and credentialled Recreational Therapists teach adolescents how to constructively occupy leisure hours have not been successful, and the present IHS positions are either unfilled or else occupied by lesser skilled recreational technicians rather than therapists.

Most of the children noted to have behavioral problems while at Sherman brought those problems with them. Additionally, there may be difficulty in assisting those children in residential treatment centers back into their home communities without giving them additional coping skills, under supervision.

//

Proposal Recommendation:

1. Make Sherman's main mission into being a Therapeutic Residential Facility, with all students enrolled in active therapy at the Clarke Behavioral Center.

2. An individualized therapeutic plan should be formulated for each student after undergoing a diagnostic testing series.

3. The major educational thrust at Sherman should probably be a GED plan rather than the standard academic "college prep" courses presently given. Since most students at present are older, this would allow, them to accomplish high school credentials while at Sherman.

4. Hire sufficient home living staff to adequately supervise, mentor, assist and counsel students, in a proactive therapeutic, rather than reactive warehousing milieu (students don't succeed because they enter preprogrammed for failure).

5. Have home living staff "trained and oriented" with the major goal being to support and treat the student rather than send them home with their problems as is being done now (face rather than displace the problem).

6. Accept "graduates" from the Residential Treatment Centers who do not have firm commitments for aftercare at home as a temporary halfway house, especially when they lack sufficient skills to earn a living.

7. Integrate Sherman back into the home communities of its students, so that it represents an integrated therapeutic step, preprogrammed for success (this would mean that staff would have to be familiar with the Service Units from which students come and will be returning).

8. Integrate the home living and academic staff, with both having similar missions.

9. Make Sherman into a year round facility, having its own special academic/therapeutic year and calendar (there should be no reason to close during the summer for a break, but it should continue accepting students year round).

10. Since the California Area is reportedly planning to base its RTC near the Sherman campus, a combined integrated program might be established. The increased scale might allow some economy of cost, if not a more specialized facility, serving more than one Area.

11. Install remedial courses for those students who are behind in reading and mathematics skills, so that they can "survive" if they choose to go further in their education.

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As you can see, I basically concur with your thinking about a new mission for Sherman. Properly planned and adequately resourced (this last is probably the most difficult). I believe it can be successful and complement our other behavioral health programs (mental health and alcohol/substance abuse). I do think that this concept would be difficult to sell to BIA, who are just realizing that Sherman is an alternative school.

N. Burton Attico, MD, MPH
Director, Maternal Child Health Program

cc: Eileen Lourie, MD (SIHS)
John Spaulding, PhD (MH)
Don Gann, MPH (A/SAP)

PROJECT DESCRIPTION

TRANSITIONAL PHASE ONE

SUMMER INSTITUTE DEMONSTRATION PROJECT

SUMMER INSTITUTE I	June 1994 - August 1994
ACADEMIC YEAR I	September 1994 - June 1995
SUMMER INSTITUTE II	July 1995 - August 1995
ACADEMIC YEAR II	September 1995 - June 1996
SUMMER INSTITUTE III	July 1996 - August 1996

TRANSITIONAL PHASE TWO

ACADEMIC YEAR IMPLEMENTATION PROJECT

ACADEMIC YEAR III	September 1996 - June 1997
SUMMER INSTITUTE IV	July 1997 - August 1997
ACADEMIC YEAR IV	September 1997 - June 1998
SUMMER INSTITUTE V	July 1998 - August 1998
ACADEMIC YEAR V	September 1998 - June 1999

44 N.E. 85th
Portland, Oregon 97220
(503) 256-1757

January 13, 1988

RECEIVED
JAN 14 1988
PRINCIPAL
CHEMAWA INDIAN SCHOOL

Mr. Gerald Grey, Principal
Chemawa Indian School
3700 Chemawa Road, N.E.
Salem, Oregon 97305

Dear Mr. Grey,

Enclosed is a copy of my final report which includes recommendations for the development of a mental health promotion program at Chemawa School. Please excuse the delay in forwarding the report due to an oversight on my part.

I have forwarded copies to Mr. Peters and members of the School Board. As I have indicated, I would be happy to make a presentation. I am hopeful that the report will provide useful information to improve the health status of Indian children.

Again, many thanks to you and your staff for the cooperation and assistance without which this report would not have been possible.

Sincerely,

LM Shadbolt Jr.

L.M. Shadbolt Jr.

Enclosure

1-15-88

CC: Mr. Bighorn, Academic
Mr. Lawyer, Residential
Mrs. Chamberlin, Compensatory P.
Ms. Emstrom, Social Services
Mr. Reyes, Business Mngr.

Lawrence M. Shadbolt Jr.
44 N.E. 85th
Portland, Oregon 97220

December 18,1987

Peter Nakamura, M.D.
Acting Director
Portland Area Office
Indian Health Service
1220 S.W. Third Avenue
Portland, Oregon 97204

Dear Dr. Nakamura.

Enclosed are three copies of my final report regarding the development of a mental health promotion program for Chemawa Indian School. I will distribute additional copies of the report to those indicated below.

The report analyzes the organizational systems at Chemawa as necessary to address the mental health problems of the students. Although many recommendations apply directly to Chemawa, the report reflects a "systems approach" that goes beyond the organizational boundaries of Chemawa. The perspective is that the major problems in evidence reflect issues that should be addressed at appropriate organizational levels.

I would be happy to provide you with a briefing or to answer any questions that you may have. Also, I would appreciate feedback on the report from you or your staff. Finally, I would like to thank you and your staff for the opportunity to assist in the effort to address the mental health problems of Indian children.

Sincerely,

LMShadbolt Jr.

Lawrence M. Shadbolt Jr.

cc: Chemawa School Board Members
Van Peters
✓Gerald Grey
Jim Edge
Gordon Neligh
Spero Manson
Norm Dinges

A REPORT FOR
CHEMAWA INDIAN SCHOOL

"A MENTAL HEALTH PROMOTION PROGRAM"

Prepared by
Lawrence M. Shadbolt Jr.
November 30, 1987

PREFACE

This report is the product of my fieldwork at the Chemawa Indian School, conducted between May and August of 1987 and sponsored by the Portland Area Office of the Indian Health Service (IHS) in cooperation with the Bureau of Indian Affairs(BIA) and the Chemawa School Board. The fieldwork placement represents partial fulfillment of the requirements for a Master's degree in Public Health at the University of Hawaii and was supported by a U.S. Public Health Service Traineeship awarded by the School of Public Health.

The sources for this report are the following: interviews with several members of the School staff and the Indian Health Service staff; social and educational background information obtained on the students attending the School; School and Service Unit data; published reports from BIA and IHS. Additionally, a mental health screening test conducted in the Spring of 1987 at the School, under contract with the IHS, provided information about the prevalence and severity of psycho-social problems among the students. Finally, the Chemawa School Board's Tribal Action Plan was reviewed to learn how a mental health promotion program could be coordinated with an expanded substance abuse education and intervention program.

I have many persons to thank for their assistance and cooperation, especially the staff at Chemawa School, the Indian Health Service for sponsoring my fieldwork placement, and the the Bureau of Indian Affairs for its cooperation. In particular, I would like to thank Ron Gilbert, Al Folz and Jim Edge of the Indian Health Service for their advice during the fieldwork; Gordon Neligh, M.D. and Spero Manson,Ph.D., now of the University of Colorado, for their assistance in establishing the project; Norm Dinges, Ph.D. of the Oregon Health Sciences University for his cooperation and advice, and members of the Chemawa School Board for their interest.

I also wish to thank my committee members at the University of Hawaii for their guidance: Dr. Walter Patrick, Chairman of the Community Health Department; Elizabeth Clark, Ph.D.,Health Education; and Faye Untalan Munoz, Ph.D., Maternal and Child Health. Finally, I would like to thank my wife Catherine and my friend Tobiah Gunesch for their patient assistance in proofreading the drafts of this report. However, I take full responsibility for the selection and interpretation of the information and the recommendations presented in this report.

It is my hope that my fieldwork and this report will positively contribute to the discussion regarding the future of Chemawa and the provision of mental health services to Indian children and their families.

Lawrence M. Shadbolt Jr.
November 9, 1987

I. SUMMARY

A. Background.

Chemawa Indian School is a small residential school, with a long tradition, that provides an accredited secondary education program for admitted students whose educational and social needs have not been met in their local communities. The student population is extremely diverse in terms of family background, cultural heritage, educational goals, academic levels, and psycho-social development needs.

B. Purpose of the School.

The school serves to educate and provide a residential environment for students who meet certain social and educational criteria. In effect, these criteria signal to the students, their parents, and their home communities the purpose of the school. The criteria and the application process reinforce the expectation that Chemawa provides specialized programs and services which are not available locally to meet student needs. However, the educational curricula and support services at the school are oriented to provide a standard secondary education.

C. Educational and Social Objectives.

The nature of the eligibility criteria results in a tendency to overstate the educational, as opposed to the social reasons, for enrollment in the school. Students are admitted to the school who have very different educational and psycho-social needs. This raises important questions as to whether the school can be a secondary educational institution as well as a residential treatment facility. Either purpose implies a specific school philosophy, staffing pattern, curricula, funding source, and student composition.

D. Educational Assessment.

The data for assessing the educational objectives was not available in a form that would permit an evaluation of student progress. There is substantial data regarding student conduct at the school; although, due to administrative changes, the information is difficult to evaluate over time. In short, the available data on students at the school does not permit an evaluation of student progress or development that would be meaningful in assessing the educational and social purposes of the school.

E. Provision of Health Services.

Health services have been reduced in recent years for Chemawa students, particularly mental health services. This reduction has been the result of increasing responsibilities of the IHS Service Unit staff at the Chemawa Health Center to provide care for local urban Indians and newly recognized tribes while facing staff reductions. The reduction in service to the students reflects a broader lack of specific committment by IHS to provide clearly defined levels of service. Chemawa students are considered as part of the service unit population with no specific consideration as a "high risk" adolescent population. 461

F. Psycho-social Development.

There is no comprehensive analysis of the psycho-social or mental health needs of the students that would permit an evaluation of their development while at the school. The Indian Health Service recently conducted a mental health screening study with followup diagnostic interviews that defines the students' mental health status. Utilization of this information will require further studies at the school and in representative Indian communities to provide an adequate basis for assessment of individual student development. The study and diagnostic interviews indicate the need for additional services to prevent and treat mental health problems at the school.

G. Coordination of Programs.

Major problems within Chemawa result from the lack of coordination among the educational, residential, and treatment domains at the school. While the IHS and BIA provide mental health services, the fact that the agencies have different missions and funding sources reinforces the tendency for the major contact points with the students to be within separate organizational domains. Communication across organizational boundaries is difficult to sustain and monitoring of students is difficult to sustain.

H. Mental Health Services.

Immediate program recommendations include providing additional mental health services to students at the school. The practice of treating the school population as part of the service unit population for the purpose of allocating resources should be replaced by standards which are developed specifically for the school. This report identifies the most critical need, in terms of mental health promotion, to be a group mental health specialist who can develop and coordinate programs with educational and residential staff. Additional clinical staff should be provided based on an evaluation of the mental health screening study and diagnostic interviews.

I. Systems Change.

The lack of agreement between means and ends within the Chemawa system indicates the need for long-range institutional planning involving BIA, IHS and Indian Tribes. The perspective of this report is that Chemawa is part of larger educational and health service systems that need to be evaluated in order to address the fundamental issues at Chemawa. This will require developing adequate information regarding the needs of Indian adolescents for off-reservation facilities. Subsequently, action will be necessary to develop appropriate objectives, standards and resources within a system designed to address these needs.

II. INTRODUCTION

The purpose of this report is to develop recommendations for a mental health promotion program at the Chemawa Indian School. This report will describe and analyze the organizational structure and functions of the school, including mental health services provided to students, with the objective of identifying an appropriate program to meet students' needs. The report is based on fieldwork conducted between May and August, 1987.

The purpose of mental health promotion is to reduce the incidence of mental health problems "by building or augmenting adaptive strengths, coping resources, survival skills and general health."(1) The goal is broader than simply eliminating or reducing mental health and social problems; it extends to achieving optimal levels of health and well-being. Mental health promotion efforts can be most successful when they are targeted to parents and young children and are available at critical developmental periods throughout life.

Many Chemawa students require assistance to prevent problems from developing, and those with problems need assistance to prevent their problems from becoming more serious. The focus of this report will be on the necessity of coordinating mental health services for delivery to those students at the school for whom it is appropriate. However, it is important that these efforts be linked with programs at the students' tribal and home community levels.

It is also evident that psycho-social problems among

Indian adolescents should receive broader national attention. Due to school admission policies, Chemawa has a "high risk" population. However, the admission process and the high rate of withdrawal from residential schools indicate that some of the very high risk students in the region either are not admitted, do not apply, or do not remain at the school. For these reasons, the need for mental health services at Chemawa should be viewed from the perspective of the larger community - where does Chemawa fit into this system?

The residential school provides a unique opportunity to create an environment in which to promote healthy adolescent growth and development. Adolescents can learn skills in social settings, recognizing the importance of self-concept and the influence of peers on behavior, to assist them in their development toward becoming productive and responsible adults. However, for this to be effective, the philosophy and mission of the school must be congruent with the needs of the students; and the resources of the institution must be adequate to support realization of this mission. Without an agreement between means and ends, the important task of educating and assisting these students in their development is not possible.

This report concentrates on identifying organizational problems and obstacles to the development of mental health promotion programs and the delivery of program services, in order to develop general solutions. It does not attempt to identify all of the efforts that are going on at the school or within the tribal communities that support positive mental health. Unfortunately, space does not permit listing all of these efforts. Nevertheless, recent developments with the substance abuse, academic, and residential programs indicate that the staff and School Board are committed to developing the best possible programs for the students, providing hope for the future of Chemawa.

Finally, I want to state that I had hoped to begin this project with the students; asking them from their own perspective to define their needs and involving them in identifying potential strategies for mental health promotion. This approach is being successfully applied in many parts of the country and is appropriate where adolescents have become alienated from social institutions or have developed a level of independence in decision-making. Unfortunately, the timing for the fieldwork did not coincide with the availability of students on campus. I must emphasize, however, that the success of future health promotion efforts at Chemawa will depend as much on involving the students in those efforts, as it will depend on what is done to develop the programs and to improve the delivery of services. It is my opinion that school and health service staff should explore every opportunity to involve the Chemawa students in this process, while the School Board and federal agencies pursue solutions to the institutional obstacles, thereby addressing the critical problems of these students who are, after all, the future of the Indian community.

A. THE SCHOOL

1. History.

Chemawa Indian School is one of four remaining Off-Reservation Boarding Schools (ORBS) operated by the BIA which offer secondary education to eligible Indians and Alaska Natives. The school was founded in 1880 and has served over 30,000 students during its history as the oldest continuously operating Indian boarding school. The programs at Chemawa have changed over the years, reflecting federal policy regarding priorities for education and the needs of the students attending the school. Vocational programs were important during the 1930's, and programs for Navajo students were instituted during the 1950's. The school population peaked during the late 1960's when a large number of students began enrolling in educational programs developed in Alaska. Student enrollment went from 859 in 1970-71 to 180 in 1976-77 during the reorganization and prior to construction of a new facility. Since that time Chemawa has primarily served students from Northwest states. Enrollment increased to 434 in 1981-2 with construction of modern educational facilities and a dormitory capacity of 400. The student population has remained fairly stable since then with approximately 450 students admitted during the course of each school year.

2. BIA Education Mission and Policies

The Indian Self-Determination and Education Assistance Act (P.L. 93-638) of 1975 reaffirmed the responsibility of the federal government to provide comprehensive education programs and services for Indians and Alaska Natives while providing opportunities for the exercise of self-determination by the tribes.(2) The Indian Child Welfare Act of 1978 (P.L.95-608) acknowledges "...that there is no resource more vital to the tribes and villages than their young people and the Federal Government has a direct interest, as trustee, in protecting Indian and Alaska Native children, including their education."(3) Regulations implementing the statutes state that the mission of the Bureau of Indian Affairs, "...is to provide quality education opportunities from early childhood through life...".(4) The boarding school is defined in the Code of Federal Regulations as "a school offering residential care and support services as well as an academic program."(5).

Pertinent policies to carry out the education mission at ORBS include the following:

a. Provide the choice of local and residential schools with the option to attend boarding schools when the parent or guardian determines it is in the student's best interest, except that residential schools shall not be used as a substitute for providing adequate local family social services.(6)

b. Provide education facilities as close to home as posssible except when a student elects to attend a school elsewhere for specialized curricular offerings or services.(7)

3. Administration of the School

The Bureau Area Education Programs Director performs program functions related to off-reservation boarding schools within his area. "Administrative authority shall be compatible with program authorities; and shall be delegated to the operating level to assure efficient and effective delivery of education services to Indian children, youth, and adults."(8) Public Law 95-561 (Education Amendments of 1978) provides considerable authority to Tribal School Boards. Under federal regulations, these boards are designated as the policy making bodies of the schools. Guidelines issued by the Office of Indian Education Programs indicate that "...it is very important for school boards to carefully consider the development of a school philosophy and determine the type of policies that will carry out that philosophy. Well-defined policies are necessary to guide the work of the principal and staff and provide general direction for administrative action."(9)

A Policy Handbook for Chemawa, 1980-81, provides the following statment of philosophy:

> "We believe in the inherent worth and dignity of all people. Chemawa's program is based on the recognition of individual differences and the realization that Indian culture has influenced and is continuing to influence students beliefs, values and goals. The philosophy of Chemawa Indian School is to help each student develop the skills to function in a changing society. The school's commitment is to the students achievement of self-reliance through experiencing a climate of positive relationships. Chemawa Indian School exists for the purpose of providing quality education in the classroom as as personal development in a boarding school setting."(10)

The mission statement is as follows:

> "The mission of Chemawa Indian School is to utilize the funds appropriated by Congress to provide a quality boarding school program for Indian Students using methods most appropriate for students functioning at various levels of ability."(11)

The policy handbook also addresses student conduct, dormitory operations, administrative and personnel policies.

The Chemawa School Board is currently appointed by tribal representatives from the states of Oregon, Washington, Idaho, and Montana. The Board usually meets four times a year for a three-day session on school matters. The Board has the responsibility for long-range planning, policy-making, and evaluation. The School Board has authority to select the school administrator and may make selection determinations for all staff, although in practice they have input on key staff only.

The school principal has the responsibility for the day-to-day operation of the school and carrying out Board plans and decisions. Actual supervision of all education positions are under the supervision, direction, and authority of the Principal. Personnel policies are established by the board; however, since most policies affect the financial plan, such policies are subject to appeal by the school administrator to the Area Education Administrator. Overall, this is a very complex division of responsibility that may lead to unclear lines of authority on specific issues.

4. Admissions Policy

The eligibility criteria for admission to ORBS reinforce the impression that specialized educational programs and social services are available at Chemawa which are not available in local communities. The school admissions policies were based on eligibility established under P.L. 99-228 with criteria defined in the regulations at 25CFR32(4/1/85) for enrolled members of federally-recognized Indian tribes or persons who are at least one-fourth degree Indian. Students must meet one or more of the enrollment criteria in order to be admitted to the school. The criteria fall into two basic categories, social and educational. Table 1 shows the admission criteria for students enrolled during 1986-87, according to information from the Registrar (Appendix A).

The most important education criteria from the standpoint of the number of students qualifying, in addition to the students' walking distance from school (102), are the lack of "special vocational or preparatory training not available to them locally, to prepare them for gainful employment"(114), and those whose "available school makes no adequate provisions to meet the educational requirements of students with academic deficiencies, linguistic or cultural differences."(257). The most important social criteria include "inadequate parental supervision"(80), " family behavioral problems which imperil the well-being of the student"(41), and "behavioral problems which are too difficult for solution by their families or local resources and who can benefit from a more structured environment",(79).

TABLE 1

CRITERIA FOR BOARDING SCHOOL ENROLLMENT

Educational Criteria-Local School	Number Students
1. School severely overcrowded	54
2. Does not offer student's grade	5
3. Walking distance to school exceeds 1/2 mile	102
4. Does not offer special vocational/ preparatory training necessary for gainful employment	114
5. Inadequate provision for academic deficiencies or linguistic/ cultural differences	257

Social Criteria-Family Environment	Number Students
1. Rejected or neglected	30
2. Inadequate parental supervision	80
3. Well-being imperiled due to family behavioral problems	41
4. Behavioral problems too difficult for local resources (can benefit)	79
5. Siblings or close relatives enrolled who would suffer	16

The distinction and tabulation of admissions by these criteria can be misleading. Many students qualify under both sets of criteria (109). Education criteria #5, is met by the majority of students and may be used to qualify many students who are being referred for social reasons. The Registrar indicates that the number of students admitted under the education criteria has increased and is a function of the application process:

> "...the responsibility for the applications has been given to education personnel at many agencies (they used to be completed by social services), education personnel are reluctant to qualify social criteria; education personnel have little access to social services personnel; boarding school applications are low priority

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> due to the fact that education personnel are also responsible for higher education monies, the application states that a social summary should accompany applications if they qualify under social critieria and there are not enough staff to fulfill this duty due to cutbacks in budget and personnel; staff are afraid that if too much information is given, the student will be denied admission due to the seriousness of their situation; parents and students are reluctant to give information for the same reasons; etc." (Appendix A).

In an effort to have more control over the admission of students, the School Admissions Policy for 1987-88 forcefully states that completion of application forms is required for consideration. In particular, "A complete social summary will be required when the applicant is referred to the school for social reasons. The social summaries shall include any record of juvenile behavior problems, court orders, custody orders, school histories, etc., or any other information requested by the Chemawa Admissions Committee." (12)

Additional information will also be required of exceptional students eg. students who are physically or emotionally handicapped. This information will be reviewed "to determine if the student's needs can be met in the Exceptional Education Programs at Chemawa". Nevertheless, "Handicapped students will not be denied admission as a result of educational, social or behavioral difficulties that are a direct result of their handicapping condition provided that Chemawa has the program capability to accomodate their needs". (13)

In addition to requesting more complete information, Chemawa has developed policies regarding the basis for denial of admission. Most important are those for prior disciplinary expulsion or having a "record of chronic 472 disruptive behavior or serious mental problems that are too severe to be served by Chemawa staff/programs."(14)

5. Enrollment

It is difficult to evaluate the effect of these policies on the student enrollment at Chemawa. The lack of background information about enrolling students appears to be due to the shortage of qualified staff at several agencies to complete the social summaries, the broad educational criteria which allow the qualification of students without reference to their social histories, and a shortage of educational and social alternatives at the local level that serves to discourage providing more information than is necessary to qualify a student. In addition, the funding formula for the school and the threat of litigation due to a perceived right to an education, will clearly discourage overly rigorous application of admission policies that would change the basic student profile. It can be expected that the majority of students who apply to the school will be those who seek educational, familial, or mental health alternatives not available in their local communities and that those students denied admission are those whose needs obviously cannot be met by school programs.

In actual practice, however, admissions may be influenced by another factor, the declining number of applications for enrollment. The Registrar indicates that applications have decreased since 1981. There were 950-1000 applications processed for each of the 1981-83 school years, 600-700 for each of the 1983-85 school years, and 423 for the 1986-87 school year. As a result of the smaller number of applications in 1986-87, the school operated below capacity. With fewer applications, the margin is small for the denial of admissions without jeopardizing the funding base for the school. Causes of the smaller number of applications have been ascribed to a combination of factors, including a more complex application process, a smaller attendance boundary, increasing educational capacity at the reservation level, and reduced staff for processing applications. Whatever the cause, this change in applications points out the need for information regarding the extent of need and demand for off-reservation special educational and treatment programs to supplement local programs.

6. School Funding and Program Standards

The school is funded through a variety of federal aid to education sources. The basic formula for school support is the Indian School Equalization Program (ISEP), in addition to special education program funds. Although the ISEP formula defines the entitlement grant for the school, the federal appropriations provide the actual resources available for school programs. Table 2 shows the school budget for FY 1985, 1986, and 1987, indicating that there has been an overall budget reduction of 6.5% since 1985 for school operations. (These figures do not include $700,000-800,000 per year for facilities management). The losses have been due to a $156,000 reduction of the Intensive Residential Guidance (IRG) program funding and $176,000 of ISEP funds due

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TABLE 2
CHEMAWA SCHOOL BUDGET

********COMPARISON OF FY 85 / FY 86 / FY 87**** **

DEPARTMENT	FY 85 BUDGET	FY 86 BUDGET	FY 87 BUDGET	CHANGE SINCE FY 85	PER CENT OF CHANGE
ACADEMIC	$884,380	$825,450	$803,280	($81,100)	-9.17
ADMINISTRATION	$201,218	$234,851	$276,097	$74,879	37.21
FOOD SERVICE	$395,332	$400,682	$358,067	($37,265)	-9.43
RECREATION	$104,567	$102,177	$97,720	($6,847)	-6.55
HOME LIVING	$1,022,441	$947,424	$855,518	($166,923)	-16.33
LAW ENFORCEMENT	$89,193	$65,400	$76,530	($12,663)	-14.20
SPECIAL ED 3101	$34,434	$60,131	$57,338	$22,904	66.52
TALENTED/GIFTED	$0	$27,852	$30,000	$30,000	0.00
SUBTOTALS	$2,731,565	$2,663,967	$2,554,550	($177,015)	-6.48
STUDENT TRAVEL	$184,000	$184,000	$184,000	$0	0.00
SCHOOL BOARD	$15,000	$13,500	$9,975	($5,025)	-33.50
TOTALS	$2,930,565	$2,861,467	$2,748,525	($182,040)	-6.21
DECREASE IN FUNDS FROM FY 85		$69,098	$182,040 + $176,044 = $358,084 lost because of ISEP and decrease in enrollment caused by OIEP policy		

COMMENTS: Most of the increase in administration has come from adding a GS-9 and a GS-12 salaries since FY 85.

COMMENTS: Most of the change in Home Living has come from the loss of about $154,000 in ISEP funding level.

COMMENTS: In addition for FY 87 the school's projected ISEP funds are also down because of low enrollment.

COMMENTS: Projected loss of ISEP funds is $176,044.35 ($2227 Xs 2.55 Xs 31) Enrollment problems were the result of OIEP memos sent to agencies that caused student applications not to be processed in time for our enrollment to reach its normal level of between 420 to 430.

to low enrollment during the 1986-87 school year.

Financial support is provided for instruction and residential care based on a formula consisting of weighted values for students in programs multiplied by a base unit to derive the entitlement for each school. Federal regulations define the formula and the students who qualify for the special programs, i.e. intensive bilingual, intensive residential guidance (IRG) and exceptional child programs. The intensive bilingual program is for students whose primary language is not English. The IRG program is for students who meet one or more of the following criteria: expulsion from a previous school; a court request for placement; referral by a licensed mental health professional as emotionally disturbed; a history of truancy; a pattern of chronic disruptive behavior. A student may qualify for an exceptional child program if the student is physically handicapped, emotionally disturbed, or mentally retarded. The school is also eligible for Chapter 1 and other special education funds to provide supplemental programs for economically disadvantaged students as well as for talented and gifted students.

Although students may qualify for a special educational program, there is no assurance that the program will be available. There is a gap between program eligibility and the resources available to fund those programs. In 1985-86 school staff reviewed instructional and residential programs offered by the school. The report, entitled a "Summary of Projected Costs to Meet Standards", referred to the minimum academic standards and national dormitory criteria that were established in the federal regulations (25CFR36). The staff 476 report provided a general estimate of cost (approximately $500,000) to meet the standards outlined in the regulations. Annual vs. one-time costs were not broken out. Although there have been programmatic changes since 1985-86 and the estimate may be subject to question, the funding needs outlined in the report indicate that there are significant gaps in the provision of special educational programs to address the needs of students at the school. (See Appendix B for a summary of the staff report).

There is no intensive bilingual or bicultural education program at the school. In the case of the IRG program, over 50% of the students qualify for the program; yet, there were funds available for a single male and a single female dormitory during the 1986-87 school year. This amounts to approximately 20% of the students. During the 1987-88 school year the IRG program will be limited to those with identified substance abuse problems. Students with a primary diagnosis of substance abuse problems are being targeted for combined educational/residential treatment.

Significantly, there is no specific instructional or residential program for those emotionally disturbed students who qualify for the exceptional child program. In view of the number of students who were admitted under the social criteria and who may be emotionally disturbed, this appears to be a serious program deficiency.

Chapter 1 educational assistance was provided to 192 students (a number that includes some double-counting). This represents less than 50% of the students while 90% of the students qualified for assistance. There were 67 477 students who received special education assistance under the exceptional child program as physically handicapped and there were 12 students who participated in the talented and gifted program (TAG). There is no special vocational education program at the school.

It is beyond the limits of this report to evaluate the staff qualifications and salary levels. However, in the course of this investigation, several informants suggested that the minimum standards established in the regulations are not adequate to support the educational and social programs in several important areas:

a. The salary and training of dormitory aides does not, in general, provide an experienced and trained staff qualified for intensive and prolonged contact with the students.

b. The teacher-student ratios are not appropriate for the diverse range of academic abilities and achievement levels found within the secondary school classrooms found at Chemawa. There is no special training required to teach in this diverse cultural setting.

c. There is no provision for a mental health specialist to coordinate educational and residential programs and to assist students in developing an understanding of and ability to cope with their personal experiences.

7. Summary

The eligibility criteria provide the basis for the admission of a diverse population of students with special needs. These criteria signal to students and their parents

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that the purpose of the school is to provide specialized academic and residential programs. However, the school does not currently provide the necessary programs to meet the needs of students enrolled under the various criteria. There is a clear need to review the philosophy and mission of Chemawa and to develop resources for school programs based on the needs of the students in attendance. It would be appropriate, as part of this process, to determine from a national level how off-reservation boarding schools can function to meet the diverse educational, social and emotional needs of Indian students.

B. THE STUDENTS

1. Backgrounds

The geographical and tribal backgrounds of the students are diverse. The official attendance boundaries of Chemawa include the states of Alaska, California, Idaho, Montana, Oregon, Washington and Wyoming. Students from other states may attend Chemawa if they go through special procedures. The Registrar's report in Appendix A shows the student enrollment for 1986-87. The largest numbers of students are from Montana (140), Washington (124), Alaska (51), Oregon (49), Idaho (30), and Wyoming (30). Students apply through 32 agencies and represent 64 different tribal organizations. More than half of the students (248) come from households earning less than $10,000 per year while 96 reported $10,000-20,000, 25 reported $20,000-30,000, 11 reported $30,000-40,000; and 7 reported between $40,000 and 50,000 per year. Approximately 43% reside with a single parent (or stepparent), 12% reside with a guardian (including elderly guardians), and 45% reside with both parents (or stepparents). Family size ranges from one (four students reside in a group home) to 14. The average age of Chemawa students is at least one year older than their public school counterparts. The age level does not change significantly from year to year. The most recently compiled records of student age/grade level available are for October 1984:

9th grade - 15 years, 4 months
10th grade - 16 years, 4 months
11th grade - 17 years, 4 months
12th grade - 18 years, 3 months

2. Academic Achievement

Achievement data reflect the wide educational range of students at the school. Appendix C shows the mean (Mn), number (N), and range (lo,hi) for students by grade level for Fall 1986 and Spring 1987 according to standardized achievement tests in reading, language, and math. The pre-test levels show that students, on average, are from two to three years behind grade level. However, the achievement level in each grade ranges from below grade 1 to above grade 12. Due to the high withdrawal of students and the wide range of achievement levels, Fall to Spring comparisons and comparisons between grade levels are not valid using this information. Individual pre-and post-test results would need to be compared for each student in order to evaluate achievement at the school. The data is presented here to illustrate the wide variations in academic achievement among students in each grade. This data includes the students who receive special education under the exceptional child program and approximately the students who receive educational assistance for disadvantaged students under Chapter 1.

3. Mobility

The statistics on student mobility show that for the 1986-87 academic year there were 445 students who were officially enrolled during the year for the ISEP count. There were 213 students (49%) who did not complete the school year due to disciplinary reasons, transfers, personal reasons, or parental release. According to school officials, the withdrawal rate is fairly constant at 50% and it is reported that these data are consistent with other off-reservation boarding schools. The maximum number of students during the year was 366. The Registrar's records show that disciplinary releases accounted for 98 (46%) of the withdrawals while 115 (54%) were for personal reasons. Chemawa graduated 43 students in 1987. The Registrar's Report shows the number of other high schools attended by Chemawa students. The largest number (46%) have attended one other school while 25% have attended two other schools. Very few students remain at Chemawa for their entire high school career. Of the 43 graduates, only 10 students had been in attendance for four or more years. The Registrar reports that the majority (80-85%) of the students who leave Chemawa go on to another school.

4. The Code of Conduct

The Student Code of Conduct for Chemawa Indian High School is based on the rights and responsibilities of students attending boarding schools operated by the Bureau of Indians Affairs, as published in the federal regulations (25CFR35). The policies and procedures address the expectations for school attendance, leave, travel, tardies, removal from class, academic probation, athletics and incident reports for violations of established rules. The Code of Conduct outlines the rules and consequences of rule violations in detail, including the right to due process for each instance of disciplinary action. The Code of Conduct is a 28-page document that devotes over 20 pages to categorizing the rules and the consequences of rule violations, which range from clean-up detail to progressive restriction, probation, suspension and expulsion.

The handbook also outlines a positive behavior program in which students may be awarded merits for positive behavior or achievement. Merits may be earned for dorm housekeeping, good attendance, good grades and extra work for staff. Merits can be used to attend merit activities and are considered in making awards or disciplinary determinations.

Repeated minor rule violations or initial violation of Level I rules (eg. assault, endangering behavior, criminal behavior, inappropriate sexual conduct) result in referral to the Review Board. The Review Board is composed of staff members appointed by the principal. Students may be represented by staff, faculty, or other students at the hearing and a staff member presents the student's file for the Board. Each review hearing must meet the requirements for due process outlined in the regulations. The Board makes recommendations to the principal for dismissal, probation, special programs, suspension or expulsion.

5. Behavior

According to residential program records, during the past year there were 117 Review Boards resulting in 60 expulsions or suspensions, 65 final probations, and/or IRG dispositions. There were a total of 1972 written rule violations or an average of 16.9 rule violations per student appearing before the Review Board, including 630 drinking write-ups on these students. Review Board hearings were evenly divided between male and female students.

There was a total of 1333 write-ups for alcohol use among all students at the school during the year with 136 incidents of student detention in the CAEC holding rooms for alcohol intoxication. Only 46 of the school's 445 students did not receive a write-up for drinking. Reported alcohol violations have increased from 835 in 1983-84 to 1333 during 1986-87. Introduction of the breathalizer in 1985 has resulted in more positive identifications.

The Residential Vice-Principal implemented a Community Service Worker Program in the spring of 1987 to provide an alternative means for students to work off court-mandated sentences for criminal behavior. This program recently was expanded to allow regular students to work off accumulated restrictions imposed by repeated campus rule violations. Between March and June, 16 students completed court-mandated community service work of 32 hours each. An additional 132 students participated in the Community Service Worker Program and completed a group total of 2,931 hours of work. These students worked at campus cleanup with a primary focus on brushcutting and clean-up of a forested part of the campus to develop a student park and physical fitness course.

Records show that total rules violations have increased from 2,013 in 1983-84 to 3740 in 1986-87. It is difficult to say with certainty if there is a trend toward increasing violations because the rules have been redefined since 1983, record-keeping and surveillance have improved and school administration has changed. The large increase in reported rule violations may be the result of an actual change in behavior as well as a change in observation. Nevertheless, although there were fewer students in 1986-87, the staff did spend a proportionately greater amount of time monitoring, recording and responding to rule violations than in previous years.

6. Student Perspectives

To design and program services to address their particular health problems, it is important to understand the student perspective on the utilization and need for additional services. Interviews with students can identify barriers to the utilization of services and provide information to improve the programming. Unfortunately, the timing of this project did not permit direct interviews with students regarding these issues. Since this information could not be gathered, other available information will be used.

Students fill out a problem checklist in the fall as part of the school orientation and screening. This provides a general indication of the types of problems that trouble students the most. Of eleven problem areas, students checked items in these four areas the most frequently:

	BOYS	GIRLS
1st -	Poor academic skills	Poor academic skills
2nd -	Vocational and/or college choice	Dealing with emotions
3rd -	Dealing with emotions	Self-concept/perception of personality
4th -	Social life and use of free time	Vocational and/or college choice

The results of the "Indian Adolescent Stressful Life Events Inventory" was part of The Indian Adolescent Mental Health Screening Project (described in Section C. 5. p. 33-34) and is included in Appendix D. This data shows the stress associated with various stressor indicators reported by the students. This type of information could be used as a starting place to involve students in the process of planning for health promotion within the school setting.

7. Summary

The general picture that emerges from a review of available student data is of an extremely diverse population whose academic and social behavior reflect the admission criteria of the school. However, the data does not provide a basis for evaluating academic achievement or psycho-social development while students are in attendance. Also lacking is information to indicate if the school is meeting the students' expectations. The responses to the checklist provide clues to students needs and reasons for attending Chemawa. A more extensive student survey could provide information reflecting student views regarding the development of programs to address their concerns and how services could be provided most effectively. In general, there is a need for more information, to reveal the students' perspective as to why they are attending Chemawa and to provide a means of evaluating their progress and development while at the school.

C. HEALTH SERVICES

1. Background

Health services are provided to students at the Chemawa Indian Health Center by the Indian Health Service. In 1973, a modern facility was constructed adjacent to the school housing the administrative, medical, dental and field health branches of the Western Oregon Service Unit (WOSU). The health center serves six distinct population groups within an eighteen-county service area with direct and contract health services: Chemawa students; the Siletz service area; the Grand Ronde service area; the Cow Creek service area; the confederated tribes of Coos, Lower Umpqua, and Siuslaw service area; and the urban Indians living in and around Salem. The total number of enrolled persons in the service unit is 8739, of whom 4371 reside in the urban area and 400 are Chemawa students. The Western Oregon Service Unit is one of 12 service units in the states of Oregon, Washington and Idaho administered by the Portland Area Office of the Indian Health Service.

Until the late 1970's the health center functioned solely as a clinic and infirmary for the school. Reversal of the tribal termination policies during the late 1970's and early 1980's brought restoration of tribal status and eligibility for health services to tribal members. In 1979 the health center began to perform an expanded role in serving the much larger number of Indians living in the area.

2. The IHS Mission

The statutory basis for the provision of health services by the Federal Government to Indians is the Snyder Act of 1921 and the Indian Health Care Improvement Act of 1976. The pertinent language of the Snyder Act states that "such moneys as Congress may from time to time appropriate, for benefit, care and assistance of the Indians throughout the United States...for the relief of distress and conservation of health...".(15)

The courts have interpreted this to mean that such funds are voluntarily provided by Congress and not mandated under the "trust responsibility" assumed through treaties with Indian nations. This left a question as to the quality or level of health care implied by the "trust responsibility". The Indian Health Care Improvement Act of 1976 states:

> "The Congress hereby declares that it is the policy of this Nation, in fulfillment of its special responsibilities and legal obligation to the American Indian people, to meet the national goal of providing the highest possible health status to Indians and to provide existing Indian health services with all resources necessary to effect that policy."(16)

According to a study by the Office of Technology Assessment, the current situation is that "Without reauthorization of the Indian Health Care Improvement Act, congressional influence over Indian health care policies may diminish with only the general language of the Snyder Act as the statutory basis for defining what health care the Federal Government will provide to Indians."(17)

The basic population eligible for services from IHS consists of persons of Indian descent "if he is regarded as an Indian by the community in which he lives as evidenced by such factors as tribal membership, enrollment, residence on tax-exempt land, ownership of restricted property, active participation in tribal affairs, or other relevant factors in keeping with general BIA practice in the jurisdiction."(18)

In addition to the Federal Government's responsibility for and benefits conferred to Indian Tribes, there are a number of federal programs directed to Indians as individuals; and, as U.S. citizens, Indians are eligible for medical services provided to other citizens eg. Medicaid. IHS is considered a "residual payor" and is directed under regulations to seek reimbursement from other sources of assistance.

3. The Availability of IHS Services

Services for the Indian community available through IHS may include outpatient and inpatient medical care, dental care, public health nursing and preventive care and health examinations of special groups such as school children.(19) Within these broad categories are special initiatives in areas such as alcoholism and mental health. Funds are expressly appropriated to IHS by Congress for budget categories to address alcoholism and mental health and distributed to each area based on the Resource Allocation Methodology (ARAM). The actual availability of particular services depends on the area served: "The Service does not provide the same health services in each area served. The services provided to any particular Indian community will depend upon the facilities and services available from sources other than the Service and the financial and personnel resources made available to the Service."(20) Mental health funds are allocated by the area office based on a comparison of relative need among the service units. The methodology for determining health needs and allocating resources among services units, Service Unit Resource Allocation Methodology (SURAM), is not as yet fully implemented. Since the resources available are far below the standard levels defined in the Resource Requirements Methodology, the Area Office usually seeks to maintain or fill positions lost since the late 1970's.

4. Providing Health Services to Chemawa Students

The clinic serves students during weekdays before and after class, and, for emergencies only, during class hours. Until construction of the new center, the facility provided an infirmary available to students 24 hours per day, 7 days per week. The infirmary has reopened and is available to ill students during weekdays from 8:00 PM to 5:00 PM. Illness is handled after hours by school residential staff. Emergency consultation is available from clinic physicians after hours and emergencies are handled through local hospitals.

The clinic employs a director, two medical officers, a pharmacist, three nurses, two technicians, a records librarian and receptionist, two dental officers and two dental assistants. Field health services are provided to the school and to the remainder of the service unit by a public health advisor (supervisor), a nutritionist, a community health nurse, and a mental health specialist.

Additional services are provided to the school through contract health services. Of primary importance are the limited, part-time services of a psychiatrist and the Chemawa Alcohol Education Center (CAEC) that operates through a contract with the Tribal School Board and employs an administrator, three counselors, and two recreation therapists.

Since 1980-81, the service unit has lost authorization for five positions, bringing current staff level to 28. Four of the positions lost were clerical and support staff; however, a clinical psychologist position was lost following a resignation. Currently, a clinical social worker has responsibility for providing direct patient care (assessment and treatment) to the students and other patients from the local area, in addition to consultation with school staff and very limited field services with the tribes. The service unit also contracts for one half-day per week of psychiatry services for consultation and referral for clients who may require medication or who present a danger to themselves or others.

The service unit also provides, through a contract funded by IHS and supervised by the Chemawa School Board, the Chemawa Alcohol Education Center. In addition to three counselors, who provide assistance to students participating in the alcohol education program, two recreation therapists employed by IHS through a special mental health program are assigned to CAEC at this time. The two recreation therapist positions formerly were part of the IHS staff.

In the past, participation in CAEC programs has been voluntary, although beginning with the 1987-88 school year, students with identified substance abuse problems will be referred for assessment and treatment as a condition of continued enrollment in school. Residential alcohol abuse treatment is available for students at the Red Willow facility in nearby Gervais.

During the course of a school year, the social worker will have an average of 600-700 patient encounters, the majority of them with students during the school year. The psychiatrist will see one or more students per week depending on the complexity of the cases. The social worker frequently has a two to three day waiting list and the psychiatrist a two-week advance, although both attempt to be available on brief notice for emergencies.

Utilization data is not, however, a reliable indicator of the need for services. Use of services tends to adjust to the accessibility and type of services available. For adolescents, the availability, accessibility, confidentiality and type of services strongly affects utilization of these services.(21) Although services are accessible, students at Chemawa are reported to be reluctant to use them on referral by counselors or others at the school. Taking advantage of the sometimes mixed messages from academic and residential staff and aided by the physical separation of the mental health specialist from the school buildings, students frequently fail to keep appointments. Many crises occur during non-school hours, so that problems that might be referred to the mental health specialist are often handled by the residential school staff.

5. Mental Health Indicators

"The Indian Adolescent Mental Health Screening Project" was conducted at Chemawa in April, 1987 by Norman Dinges, Sandra Joos and Greg Clark of the Oregon Health Sciences University under a contract with the Portland Area Indian Health Service. (22) A mental health screening survey was devloped which includes the Center for Epidemiological Studies Depression Scale .(CES-D), an "Indian Adolescent Stressful Events Questionaire", anxiety measures, and alcohol and substance abuse measures. Followup validation interviews were conducted of students who completed screening surveys, using the Diagnostic Interview Schedules for Children (DISC). The study focused on major areas of concern for the adolescent Indian population - depression, suicide, and substance abuse. Among the major findings of the study are the following:

a. Approximately 62% of the students exceeded the CES-D screening threshold for depression. Sex but not age was significantly related to the scores, with more females than males having higher scores.

b. Approximately 73% of the students exceeded the problem drinking screening threshold composed of questions relating to drinking behaviors.

c. Approximately 42% of the students exceeded the drug abuse screening threshold.

d. Approximately 32% of the students reported thoughts about suicide that were considered clinically significant, although the majority of respondents did not indicate an intention to act on their thoughts.

e. The depression, suicide, drinking and drug screening indices were all statistically related to the diagnostic status of students according to the DIS-C interviews.

f. The interviews indicated that diagnoses of depression, suicidal thoughts and suicide attempts were significantly related to one another but not to diagnoses of drug and alcohol abuse or dependence.(23)

The diagnostic interviews indicate important distinctions among the students. Tables 6 & 7, Appendix D show that the students fit into the following general groups: (1) not diagnosed for dysthmia or depression and not diagnosed for substance abuse or dependency; (2) not diagnosed for dysthymia or depression but diagnosed for substance abuse or dependency; (3) diagnosed for dysthymia or depression and diagnosed for substance abuse or dependency; and (4) diagnosed for dysthymia or depression but not diagnosed for substance abuse or dependency. In other words, according to this study, at a given point in time a large proportion of the students are absent from clinical substance abuse or emotional problems, while a significant number of students have either mental health or substance abuse problems; and, some students have both categories of problems. The conclusion is that "The diversity of distinct and overlapping problems found in the screening population will require different treatment approaches and treatment modalities." (24)

6. Summary

A recent major study of adolescent depression, alcohol and drug abuse indicates that "...alcohol abuse tends to follow, rather than precede the onset of other psychiatric disturbances....The distinction between primary and secondary depression offers a means of clarifying the nature of the relationship between alcohol/drug abuse and depression in adolescents....The key to the classification is the chronology of the onset of the disorders. In our sample, 79 per cent of both alcohol and drug abusers had another primary psychiatric disorder anteceding the alcohol or drug abuse."(25)

These studies indicate that mental health services and alcohol treatment programs should both be available and that services need to be coordinated to ensure that primary as well as secondary problems are addressed. There is an important group of students who are not substance abusers yet who are at risk for emotional problems. Other students have no indication of serious problems.

Adolescents are also subject to moving from one group to another due to social influences and changing events in their lives. A range of mental health and treatment services should be available at the school, with mental health promotion targeted to the entire student population, early intervention for those with evidence of emotional or substance abuse problems, and referral for assessment and treatment available for those with established psycho-social illness.

To provide appropriate levels of service for the students at Chemawa School, IHS should review the standards for determining resource requirements and the methodology for resource allocation, considering the prevalence of mental health problems and appropriate modalities for delivering services to adolescents.

IV. ISSUES, ALTERNATIVES, & RECOMMENDATIONS

A. MAJOR ISSUES

1. Purpose and Operation of the School

The future purpose of the school is the central issue that ultimately must be resolved in considering the type, level, and method for delivering mental health services to students. The stated purpose of the school is to educate students who meet the social and educational criteria for admission to the school. While the admission criteria establish this purpose, it is clear that there is a serious contradiction between admitting students with special educational and social needs and operating a facility without adequate resources for the programs and services appropriate to meet those needs. The questions are whether there is a need for off-reservation boarding schools (ORBS) and, if so, what should be included in the functions of the school?

To answer these questions it is necessary to determine how many adolescents have educational and social reasons for attending an ORBS and what are their primary, secondary and tertiary educational and social needs? A national survey should be conducted to define the extent of need for ORBS schools and programs. With this information, it would then be possible to determine how many ORBS are needed, where they should be located, and the type of programs that should be provided at each school. Generation of this information should not be connected to the school admission records, since it is clear that this process would not be a valid means of determining the need for off-reservation facilities.

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Related issues concern the composition of the student population at each school. This is, in part, a question regarding the effective delivery of services. A nationaal system of specialized off-reservation facilities could be organized each having specialized educational and residential treatment programs for students with similar interests and needs. The issue may also be raised as to whether it is desireable to mix students whose needs may be in conflict. The consequences of attempting to serve the needs of students who have extreme differences in needs and goals may create a situation where achievement of individual goals in a closed environment may be compromised. The wide range of abilities and needs within the school makes it difficult, if not impossible, to attend to individual needs. Students seeking college preparation may be denied that opportunity if the average academic level in the classroom is far below the grade level. Similarly, students whose primary needs are psycho-social should have appropriate environments for social learning, reinforcement for positive behavior, and, educational and treatment programs that meet their needs.

Outside of the classroom, it has been found to be difficult, even in controlled environments, to mix adolescents from different backgrounds or with different goals.(26). Research within residential educational environments suggests that it is difficult to alter behavior without modifying the educational and residential environments.(27) This research suggests that the peer social influences are so powerful that separate social

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environments or tracking is necessary to affect positive behavior change.

Some academic and social tracking currently is practiced at Chemawa through utilization of special dormitories and educational programs, but the degree to which these diverse academic and social needs can be served within this setting has been limited by insufficient resources to develop individualized programs.

These problems are not limited to Chemawa and have been recognized at other off-reservation boarding schools. For example, an earlier study by Hammerschlag et.al. at the Phoenix Indian School concluded that the school could not achieve what he viewed as mutually exclusive social and educational goals within the same setting.(28) Nevertheless, in the absense of fully-funded operational programs that provide a full range of educational and support services, it is not possible to conclude that these are necessarily mutually exclusive goals. However, the question of how to best serve diverse educational and social objectives should be addressed as part of future efforts to develop a more responsive ORBS system.

2. Coordination of Programs and Services

The continuation of Chemawa as an ORBS operated by the Bureau of Indian Affairs to serve special education and social needs of Indian students would continue the educational mission of Bureau of Indian Affairs. Redefining Chemawa as a residential treatment facility may be interpreted by the BIA as counter to their primary educational mission, authorized by the Johnson-O'Malley Act and the subsequent Indian Self-Determination and Education Assistance Act. While federal reorganization of BIA and IHS may be desireable from the standpoint of delivering educational, social and health services to students at Chemawa, administrative changes are possible that would provide services within the existing statutory authority of these two agencies, if resources are adequate to provide services at appropriate standards, based on the needs of the student population in attendance at the school.

If the Bureau of Indian Affairs and Indian Health Service are to continue as agencies of separate departments, a cooperative agreement for the provision of services is essential. Currently there is no agreement as to who is responsible to provide what level and type of mental health services at the school. This is most apparent in the lack of a detailed protocol or procedure for response to mental health crises, e.g. acute homesickness, violent episodes, delinquent activities, substance abuse, and suicide gestures. Each incident may involve different responses depending on when and where they occur. IHS mental health; CAEC; BIA academic, residential, and law enforcement each have a different response or treatment modality. This complexity leads to a lack of a clear definition of responsibility and a lack of a consistent response.

To counter this tendency and develop a coordinated response to mental health problems and crises, one approach would be to develop protocols for the response and treatment of different types of situations. Interdisciplinary and interagency teams could be established to provide case management, promoting consistent treatment and communication among staff members from the different organizational units of the school.

There is also a need for the coordination of mental health diagnostic information at the school. Currently, each organizational domain separately develops student information for academic, residential and treatment purposes. It is not clear who has responsibility for mental health screening and diagnostic work-ups. For instance, this is a BIA responsiblility for IRG students but the lack of a behavioral psychologist has resulted in only partial compliance with this requirement. The IHS has recently initiated a mental health screening and diagnostic study. However, the use of this information by school staff and for referral to mental health services has not been implemented at this time.

Existing positions within BIA with responsibility for programs or functions that relate to mental health include the academic counselor, educational psychologist, academic vice-principal, the residential vice-principal, home-living specialists, residential counselor, dormitory managers, and dormitory aides. On the IHS side, the mental health specialist is assisted by a part-time psychiatrist. The CAEC program staff operates a separate alcohol treatment program that requires coordination with school and IHS staff for mental health assessment and treatment.

Since the mental health and alcohol treatment programs are outside the administrative authority of the school, problems must be anticipated and procedures developed to, define responses and responsibilities. To improve communication and coordination across organizational boundaries, a coordination function should be included as part of the mental health services provided by IHS to facilitate communication between academic, residential and treatment staff.

The need for coordination extends beyond mental health services to include field health activities, such as community health nursing and nutrition, which currently provide health education, medical screening and other prevention services to students. These services need to be more completely integrated with the academic and residential programs at the school.

3. Standards and Levels of Service

Although the funding level for the school is below the standards established in the federal regulations for BIA off-reservation boarding schools, several informants have raised the question of whether the standards themselves are appropriate for the school since the students enrolled are at "high-risk" for emotional disturbance. This is due to the number of students who come from problem family situations and because the boarding school itself is a source of stress in the form of homesickness, new social relations, and performance expectations.

The BIA minimum standards for staff/student ratios and qualifications for academic and residential staff should be reviewed. This is especially true of teachers and dormitory aides. Both teachers and dorm aides have the primary contact with students outside of their peers. The dorm aides are the least trained, receive the lowest pay, and have very limited upward mobility. The academic instructor positions do not require special qualifications beyond the regular certification requirements to teach at the school.

While the BIA has a statutory requirement to establish standards for ORBS, there are no required service standards for the IHS. The Resource Allocation Methodology (RAM) is an administrative tool for allocating available resources based, in part, on an analysis of resource requirements - Resource Requirements Methodology(RRM).(29) The RRM includes a variable for determining the staffing needs of school-based nursing services. However, the criteria for mental health and social services staffing does not consider whether a school is within the service area nor does it consider the needs of students at off-reservation boarding schools. This is a serious omission to the methodology. The students are considered, for purposes of equitable resource allocation, to be part of the general population. However, the rationale for treating "high-risk" adolescents as part of the service unit population is not appropriate. Since the Chemawa attendance boundary includes students from the entire Portland Area, as well as beyond the area, the school should be considered as part of a regional or national system by IHS.

Institutional standards should be developed specific to Chemawa based on an analysis of psycho-social epidemiology and staffing needs at the school. There are several alternatives to be explored for financing additional services at Chemawa. Costs for out-of-state and out-of-area students attending school at Chemawa could be calculated as a basis for reimbursement. Whether Chemawa continues to serve the special needs of Indian students throughout the region or becomes part of a national system of off-reservation education and residential treatment facilities, the school should not be viewed as part of the service unit for allocating resources. Organizationally, off-reservation facilities should be treated as separate from the service unit in the budget. The level of funding for Chemawa Indian School health services should be determined following an analysis of staff requirements and the levels of service needed at the school.

4. Types of Mental Health Services

The data from the mental health screening study indicates that additional mental health services are needed at Chemawa. The majority of students at the school are at risk for emotional problems. Other reports on student behavior such as incidence reports, homesickness, family crises, and withdrawals indicate that the students experience high levels of stress. Since there is a relation between stress and the events in students lives, the task is to assist students to develop the knowledge, attitudes and skills to cope with their problems. The foundation for a mental health program at the school should be a program which is available to all students through group counseling and referral for clinical and treatment services available as required. The recommended basis for this approach is social learning theory, which emphasizes the social setting and group processes for learning the skills necessary to adopt new behavior. General applications of social learning approaches have been developed that could be adapted to assist students in coping with the particular problems they experience.(30)

There is a unique opportunity at Chemawa to relate knowledge in the classroom to skills development and behavior in the residential environment. There are many opportunities to establish a promotion program building on the existing academic and residential resources at the school. The program could be coordinated with courses such as literature, social science and health classes. For example, a series of mini-classes dealing with themes in literature that relate to events in students' lives could be integrated with smaller group sessions after class where these issues could be explored and personal skills developed. Appropriate topics identified by staff include suicide prevention, grief and loss, traumatic deaths, sexual abuse, homesickness, loneliness, and family change. Several staff members have indicated an interest in teaching such classes. A mental health specialist with experience in group counseling would be required to provide staff training, to organize the program in cooperation with academic and residential staff and to teach a core course such as coping with depression.(31) The objective would be to assist students in developing the skills to deal with their problems.

To be effective, a school-based mental health program should be located in the school. This would encourage communication links with the academic and residential units and coordination of mental health or alcohol treatment. It is desireable to provide a central place for information and contact with students, who can be referred for appropriate counseling within the dorms, the CAEC, the clinical social worker or for psychiatric services.

The clinical and treatment services provided by IHS to the school are seriously inadequate. The dual role and heavy workload of the mental health specialist has the result that services are frequently unavailable when and where they are needed. An increase in the level of services should be accompanied by improved communication between the organizational units and be integrated more closely with the ongoing operation of the school. A protocol for coordination between school staff and mental health treatment staff is essential to provide critical services for emergencies. Clinical services should be available on an as-needed basis during critical times such as evenings and weekends.

B. ALTERNATIVES

There appear to be three basic alternatives for the future of the school. In view of the ongoing discussion over the future of off-reservation boarding schools, it is worthwhile to briefly consider these possibilities.

1. Distribution of Funds.

The first alternative would be to close the school and distribute equivalent funds on a per capita basis to augment or initiate tribal programs. If it were possible to carry out this plan at current appropriation levels, there would be significant educational funds for those few communities ($8,000+ per student) who send several students to Chemawa each year. However, most of the smaller tribal communities would not benefit significantly. The funds for mental health services, if distributed would be not be sufficient to develop new services for a majority of tribal programs. The question really is whether, with a reasonable appropriation for Indian special educational and support services, the programs can be more effectively provided in specialized, regional facilities. Clearly, if the school was equipped to address the educational and psycho-social needs of students who meet the admission criteria, programs and services could be provided that would not be possible if the funds were dispersed among the tribes. The economies of scale and specialization argue for continuation of a system of off-reservation facilities, if adequate resources can be provided to fulfill the purposes for which the school was established.

2. National System of Education and Treatment Facilities.

The second alternative is to evaluate the need for a national system of off-reservation educational and residential treatment facilities with the development of a specialized curriculum and services by schools. Based on a survey of Indian communities to identify the number of students requiring specialized educational and residential treatment programs, a national plan could be developed that specifies admission criteria, curricula, standards for staffing, and financing formulas. Under this alternative, a national system of off-reservation facilities would be developed, creating a range of specialized facilities oriented to the wide range of educational and psycho-social needs of the students.

The concept of a national system of specialized institutions would constitute a departure from the current system, which provides standard secondary education at each school serving a regional attendance area. A specialized system of off-reservation facilities may, depending on the number of schools needed, require greater travel by students. A specialized natonal system would involve academic and social tracking by facility although with less tracking within facilities than at present. On the other hand, specialization by facility would provide clearer direction for the development of programs and organization of resources at each facility. Depending on whether the primary purpose of each facility was educational or residential treatment, either BIA or IHS would take the lead in administering the facility. The lead agency could then contract with the other to provide support educational or treatment services.

3. Improvement within the Chemawa System

The third alternative is to make incremental changes with available funds, continuing to make improvements to existing programs. The development of the CAEC education and treatment program, supported with additional funds from the Indian Alcohol and Substance Abuse Prevention and Treatment Act, provides for curriculum development, staff training and treatment programs. Recent progress has been made between the school staff and CAEC in the sharing of information on student assessments and participation in program activities; and, in coordinating assessment and treatment. Also, creation of the Community Service Worker Program within the residential unit shows an innovative response to a negative pattern. Additional resources for the recreational, student activities and cultural affairs programs would increase the capacity to provide support for the emotional health of students, especially if additional services can be developed during weekends and evenings.

However, the lack of an adequate and stable financial base is the biggest obstacle to indefinite incremental improvement. Progress through incremental improvement is reasonable when the problems are manageable relative to additional resources. But when problems are significant and increasing and resources are declining or stable, a new approach is called for. The recommendations outlined in this report are based on the assumption that the school can continue to make incremental improvements while addressing the larger issues concerning the future direction of the school and its ability to serve the students.

7

C. RECOMMENDATIONS

1. Student Involvement.

Development of health promotion activities should begin by involving students in defining their health needs and in identifying potential strategies for mental health promotion. Opportunities to increase student involvement in the operations of the education and health systems at Chemawa should be explored. Health promotion programs must involve participants in defining their problems and in working with them on the solutions.

2. School Mental Health Specialist.

The most significant immediate action to augment the mental health services available to students at the school would be to add a group counselor/mental health services coordinator. This position would be responsible for coordinating the mental health services to students and developing a group counseling program. The coordinator would conduct staff training, develop a peer counselor program and be responsible for referring students for assessment and treatment.

3. Case Management.

Inter-disciplinary and inter-agency management teams should be established to develop protocols for response to mental health-related problems and to establish a case management system. Development and coordination of an academic, behavioral and psycho-social status information system is essential for effective assessment, referral, treatment and case management.

4. Mental Health Screening.

Mental health screening and diagnostic studies should be continued to identify students for treatment. A secondary purpose of such studies would be to establish a baseline and to evaluate the psycho-social development over time of students at the school.

5. Service Standards.

It is important that additional clinical resources be allocated to respond to the increased number of cases requiring mental health treatment identified by screening studies. Treatment service standards should be established for Chemawa and other off-reservation facilities. Chemawa provides an opportunity to develop standards in a setting where substance abuse treatment programs are available with mental health promotion as a primary objective.

6. Availability of Services.

The mental health and alcohol programs and services should be made available during critical times such as evenings and weekends through a combination of flex-time scheduling, compensation-time agreements, and contract services. Consideration of a twelve-month institutional year should be explored to continue treatment programs and to provide supplemental educational programs for selected students.

7. Extra-Curricular Programs.

Recreational activities, vocational interest clubs, cultural programs, and intra-mural sports activities should be expanded at the school during non-class times. Additional staff should be provided and the use of community resources, volunteers, and graduate student placements should be explored.

8. Health Promotion Services.

The provision of health promotion and education services at the school should be coordinated through the field health unit with the academic and residential programs. A specific plan should be developed to provide an integrated health education program, with field staff scheduled for specific health classes and for small group sessions on health-related topics such as sexually transmitted diseases, female health issues, diabetes, weight control, etc.

9. Student Health Clinic.

Development of the infirmary into a student health clinic with staff allocated for specific times should be explored. This would provide a "sense of place" and orient available services toward students to encourage their utilization. This could be an interim step toward the development of a student clinic which is organizationally and fiscally separate from the health center.

10. Development of a National System.

A cooperative effort should be undertaken by IHS and BIA to survey Indian communities, to evaluate the need for off-reservation educational and residential treatment facilities, and to develop a plan for the staffing and financing of the facilities. Development of an educational and residential treatment system providing suitable mental and health services will require a clear analysis of the need for off-reservation facilities and the objectives to be attained through such a system. Consideration of legislative and administrative rule changes necessary to adopt appropriate standards and provide adequate funding levels should be part of this process.

11. Mental Health Promotion in Local Communities.

A coordinated national program is necessary to increase the support for mental health promotion programs oriented to Indian families in their home communities. There are a variety of local and IHS programs underway that should receive increased support for providing healthy child development e.g., child protection; youth leadership; parenting skills; recreation and athletics; substance abuse education and treatment; cultural and spiritual resources; and, vocational education and economic development.

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APPENDIX H - REGISTRAR'S REPORT

LOCATION: CHEMAWA INDIAN SCHOOL
SCHOOL YEAR: 1986-87
COMPILED BY: KATHY MURRAY, REGISTRAR

GEOGRAPHICAL DATA:

Chemawa's Attendance Boundaries include the states of Alaska, California, Idaho, Montana, Oregon, Washington and Wyoming. Students residing outside these states were either in attendance before the boundaries policy became effective or they have gone through special procedures in order to attend Chemawa.

States of Residence

Alaska	51
Arizona	02
California	13
Idaho	30
Minnesota	01
Montana	140
New Mexico	01
Nevada	02
No.Dakota	01
Oregon	49
So.Dakota	01
Washington	124
Wyoming	30
	445

Agencies Applied Through

Blackfeet (Mont)	23
Colville (Wash)	12
Crow (Mont)	28
Flathead (Mont)	13
Ft. Belknap (Mont)	22
Ft. Berthold (N.D.)	1
Ft. Deschesne (Utah)	2
Ft. Hall (Idaho)	27
Ft. Peck (Mont)	38
GrandRonde (Or)	3
Juneau (Alaska)	52
Klamath (Or)	5
No.Cheyenne (Mont)	8
No. Idaho (Idaho)	3
Olympic Penn (Wash)	24
Pine Ridge (S.D.)	2
Puget Sound (Wash)	34
Portland (Or)	10
Phoenix (Ariz)	1
Redlake (Minn)	1
RockyBoy (Mont)	10
Rosebud (S.D.)	1
Sacramento (Calif)	15
Siletz (Or)	1
Spokane (Wash)	6
StandingRock (S.D.)	1
Umatilla (Or)	3
W. Nevada (Nev)	2
WindRiver (Wyo)	31
Warm Springs (Or)	22
WindowRock (Ariz)	1
Yakima (Wash)	43
	445

Tribal Representations

Alaska Tribes

Ak. Native	17
Aleut	3
Athabascan	8
Eskimo	16
Haida	3
Minto	1
Thlinget	6
Tsimpsean	1

Tribal Representations Cont'd.

Washington Tribes

Colville	12
Spokane	3
Kalispell	2
Lummi	22
Makah	3
Nisqually	2
Quileute	10
Quinault	8
Kiowa/Swinomish	1
Swinomish	2
Tulalip	2
Yakima	36
Lower Elwa	1
Klallam	1
Klamath	6
GrandRonde	3
Siletz	1
Umatilla	1
Paiute (Oregon)	3
Warm Springs	20

Idaho Tribes

NezPerce	5
Kootenai	2
Shoshone (Ft.Hall)	6
Sho/Ban	23

Montana Tribes

Blackfeet	35	
Crow	27	
Flathead	7	
Assinboine/Sioux	6	(Ft.Belknap)
Assinboine	8	(Ft. Belknap)
GrosVentre	11	
Chippewa/Cree	11	
No. Cheyenne	11	
Salish/Kootenai	4	
Sioux	17	(Ft. Peck)
Assinboine	8	(Ft. Peck)
Assinboine/Sioux	6	(Ft. Peck)
Sioux/Ute	1	

Wyoming Tribes

Arapaho	15
Shoshone	13

GEOGRAPHICAL DATA:

Tribal Representations Cont'd.

No. Dakota Tribes	
3 Affiliated	5
So. Dakota Tribes	
Standing Rock Sioux	5
Pine Ridge Sioux	3
Rosebud Sioux	2
Minnesota Tribes	
Turtle Mtn. Chippewa	2
Chippewa	2
Nevada Tribes	
Paiute	1
California Tribes	
Maidu/Pit River	1
Paiute	4
Yurok	3
Pit River/Tolowa	1
Washoe	4
Utah Tribes	
Ute	4
Southwest Tribes	
Apache/Pima	1
Navajo	1
	445

1986-87 ADMISSIONS DATA:

Total Students Enrolled = 445

Graduated Students = 43
GED Completion = 1
Eligible Returns (1987-88 Year) = 188

Drop Rate = 213 (53%)

Disciplinary Releases

Suspensions = 58
Suspensions XX * = 15
Expulsions = 7
Non-Attendance = 18

Non-Disciplinary Incompletion of Year

Parental Withdrawal = 101
Medical Withdrawal = 7
Prolonged Leave/AWOL = 5
Age ** = 1
Academic Cause** = 1

*These students were suspended at the end of the school year but did receive their academic credit. For the purposes of this report they are counted as a part of the drop rate.

**1 student has spent 6 years in high school already and would be ineligible to attend Chemawa next year due to his age.

**1 student entered the GED program and did not complete; will be too old also for 1987-88 Students who elect to enter a GED program, while attending Chemawa, are not allowed to return if they don't complete while here. It is felt that the GED program is available to them at home everywhere and by electing to attempt GED they have chosen to terminate their high school career.

Page 3

ACADEMIC DATA

Number of Schools Attended (does not include graduates-see below)

		No. of Schools				
		1	2	3	4	
Grade Level	09	54	60	9	1	= 124
	10	16	78	40	5	= 139
	11	20	36	44	10	= 110
	12		12	9	4	= 25
	No Records from Previous Schools					= 3

1987 Graduates (43)   No records available on GED student (0)

No. of High Schools Attended

1 h.s. = 7
2 h.s. = 29
3 h.s. = 4
4 h.s. = 3

No. of Years in High School

4 years = 35
4½ years = 1
5 years = 5
6 years = 2

No. of Years @ Chema

1 year = 6
1½ years = 1
2 years = 15
3 years = 8
3½ years = 3
4 years = 7
4½ years = 2
5 years = 1

Approximately 2/3 of the population is new applicants for that current school year. This includes a small percentage of students who may have attended Chemawa previously and have reapplied. As you can see, very few students remain at Chemawa for their entire high school career. The numbers above also show that the students/families are fairly mobile as indicated by the numbers of high schools a student may have attended while in high school.

"Drop Out" is a term usually applied to students who do not complete their year(s) at Chemawa or other boarding schools and leaves the impression that Indian youth "drop out of high school" and disappear. I have found in my years as the Registrar that most students do go on to school elsewhere after leaving Chemawa. This is indicated by the large percentage of requests that I receive for school records/transcripts to be sent to other schools (boarding and public). Of the number of students who did not complete the school year at Chemawa this year, 69% requested that their records be transferred to another school. I believe this percentage is somewhat higher, but for the purposes of this report I counted only the requests that I could verify on paper. I frequently get phone requests for records and have not kept track of these. I believe the percentage is much closer to 80-85%.

I have also found that many of the seniors who graduate do not go on to higher education the first year after graduating. Again, this is based on the number of requests I receive for transcripts. It seems that most graduates wait two to three years before attempting college.

FAMILY DATA

Criteria for Boarding School Enrollment

Education Criteria - Federal/Public Schools near student's home:

1) Are Severely overcrowded	54
2) Do not offer student's grade	5
3) Exceeds 1½ mile walking distance to school	102
4) Do not offer special vocational/ prepatory training necessary for gainful employment	114
5) Do not offer adequate provisions to meet academic deficiencies or linguistic/cultural differences	237

Social Criteria - In his/her family environment, the student:

1) Was rejected or neglected	30
2) Does not receive adequate parental supervision	80
3) Well being was imperiled due to family behavioral problems	41
4) Has behavioral problems too difficult for solution by family or local resources	69
5) Has siblings or other close relative who would be adversely affected by separation	26
6) Those whose health or care is jeopardized by the illness of another family member	4
No Criteria indicated	7
No. of students qualified under both social and education criteria	109

All students are required to have at least one of any of the criteria specified on th applications. In the past two years the criteria has shifted from social to educatio for various reasons: the responsibility for the applications has been given to education personnel at many agencies (they used to completed by social services), education personnel are reluctant to qualify social criteria; education personnel have little a to social services personnel; boarding school applications are given low priority due to the fact that education personnel are also responsible for higher education monies and duties; the application states that a social summary should accompany the app if t qualify under social criteria and there are not enough staff to fulfill this duty due t cutbacks in budget and personnel; staff are afraid that if too much information is given the student will be denied admission due to the seriousness of their situation; parents and students are reluctant to give information for the same reasons

FAMILY DATA

Family Size *

1 Member	4	(these students reside in a group home when not at Chemawa)
2 Members	27	
3 "	60	
4 "	69	
5 "	71	
6 "	67	
7 "	48	
8 "	24	
9 "	9	
10 "	5	
11 "	1	
14 "	2	

Income Levels *

$ 0 - 1,000	9	Families reported
1,000 - 5,000	117	" "
5,000 - 10,000	122	" "
10,001 - 15,000	60	" "
15,001 - 20,000	36	" "
20,001 - 25,000	13	" "
25,001 - 30,000	12	" "
30,001 - 35,000	8	" "
35,001 - 40,000	3	" "
41,000	1	" "
43,000	1	" "
46,000	1	" "
48,000	1	" "
50,000	2	" "
58,000	1	" "

* Family size and income data available on only 387 of the 445 students enrolled

Guardianship

Student resides with:

Single Parent	190
Both Parents(or Step)	199
Guardian*	19
Elderly Guardian*	33
Group Home	4

*Note: Most students not residing with parents are living with an extended family member, usually the grandparent.

APPENDIX B
SUMMARY OF STAFF REPORT

[illegible] and residential programs offered by the school. The report entitled a "Summary of Projected [illegible]" referred to the minimum academic standards and national dormitory criteria that were established in the federal regulations (25CFR36). The report estimated that it would cost between $353,400-581,400 to meet the minimum standards outlined in the regulations (annual vs. one-time costs are not broken out). The funding needs outlined in the report influence the provision of mental health services for students at the school.

Significant gaps or underfunding of programs identified at the school to meet the minimum standards included the following deficiencies required under the regulations. From the standpoint of this report, the list highlights several areas that relate to the function and structure of the school and identifies important gaps in services and programs relating to mental health:

(1). It is estimated that a full diagnostic workup required for the [illegible] students would involve employing a full-time behavioral psychologist.

(2). Full compliance of the requirement for individual treatment plans for the students would require the services of a behavioral psychologist noted above.

(3). The residential dormitory requires an estimated $39,000 to provide certification to dorm counselors, a counseling program director and weekend coverage.

(4). The homeliving program needs approximately $[illegible] to provide a tutoring program to assist students with academic difficulties.

(5). The statement of goals is to include a statement of what the school is attempting to do to meet the needs and interests of its students and community in accordance with the statement of philosophy. According to the review, a philosophy statement, mission, goals and objectives have not been updated since 1976. The cost to update these elements is estimated to cost between $2,000 to $20,000.

(6). The policies and procedures for each school and the curricula is to be developed and revised based on an assessment of educational needs. It is estimated that is would cost $10,000-20,000 to conduct an in-depth needs assessment and revise the curricula based on the needs evaluation. Coordination with the required school program evaluation would cost an additional $26,000.

(7). Instructional program deficiencies:

(a)	Vocational education	$50,000
(b)	Health education	no estimate
(c)	Consumer economics	$7,500
(d)	Safety education	$10,000
(e)	Science.	[illegible]
(f)	Language other than English	[illegible]

(8). Parent/teacher/student conferences on student progress and development would require a home/school coordinator (estimated cost $[illegible]).

(9). It is estimated that it would cost $[illegible] to provide additional screening and diagnostic tests, [illegible] training, and development of an adequate career and academic counseling program.

(10). It is estimated that it would cost $57,000 to purchase updated textbooks.

(11). The student activities need to expand the cultural affairs program that would allow for more culturally based activities in school. The estimated cost is [illegible].

(12). There is a need for additional part-time recreation aides for an intra-mural sports program estimated to cost $16,000.

APPENDIX C
ACADEMIC ACHIEVEMENT DATA

THE FOLLOWING IS A SUMMARY OF THE CAT RESULTS FOR THE FALL 1986 AND SPRING 1987 TESTING PERIODS. SEVERAL POINTS NEED TO BE NOTED BEFORE ANY COMPARISONS CAN BE MADE. THE FALL AND SPRING STUDENTS ARE NOT NECESSARILY THE SAME. A LARGE NUMBER OF STUDENTS LEFT DURING THE YEAR, AND MANY MORE CAME IN AT MID-YEAR, SO THE TWO POOLS OF STUDENTS ARE NOT IDENTICAL.

	READING		LANGUAGE			MATH
	Fall	Spring	Fall	Spring	Fall	Spring
9TH						
Mn	6.3	6.7	4.9	5.0	6.7	6.9
N	106	74	106	74	106	74
Rg.lo	2.1	2.6	.9	1.6	2.0	2.8
hi	12+	12+	12+	12+	12+	12+
10TH						
Mn	7.1	8.0	6.5	5.9	7.4	7.4
N	86	64	86	64	86	64
Rg. lo	2.7	2.9	0.4	2.2	2.0	2.6
hi	12+	12+	12+	12+	12+	12+
11TH						
Mn	7.8	8.5	7.5	6.5	8.3	8.0
N	80	74	80	74	80	74
Rg. lo	2.8	2.7	1.6	2.0	4.3	2.8
hi	12+	12+	12+	12+	12+	12+
12TH						
Mn.	9.0	9.8	6.8	9.6	8.7	9.1
N	68	51	68	51	68	51
Rg. lo	4.8	4.6	3.4	2.5	3.3	3.8
hi	12+	12+	12+	12+	12+	12+

Interpretations:

A few brief observations are needed here.

1. Each class (9th thru 12th) has almost the full range of skill levels, from 2nd to 12+.
2. The lowest scores within each area, Reading, Language, and Math, are not obtained by the same students. A student who is low in one of these areas, is quiet a bit higher in the other two.
3. Even though the Mean scores went down in some areas from Fall to Spring, it does not mean that individual student scores went down. In fact, in Chapter I where we compare Fall to Spring scores, the scores of individual students went up in all but one or two isolated cases.
4. With better than 60% turn over in students, scores from one grade level to another can not be taken as a measure of individual student progress or of the progress of a particular class from one year to another.

Additional figures

# of students in Special Education: 67 (many of these have more than one handicapping condition. This is, therefore, a count of the number of students, not the number of handicapping conditions)

students served in Chapter I: 192 students were enrolled in the program for part or all of the year. This is, however, a duplicated count, since there is an overlap of about 15% between the Reading, Language, and Math programs. There is some addditional overlap with Special Education.

Average age/grade level: I do not have these figures. They used to be computed as part of the CAT results, but no longer are made available. This figure has, however, been computed in the past, and does not seem to vary much from year to year. On the average, our students are one year older at each grade level than the typical public school population.

APPENDIX D

CIBS MENTAL HEALTH SCREENING STUDY

TABLE 6.

Depression Diagnosis by Drug Use

(N=211)

```
                          DRUG
                COUNT  I
                EXP VAL I
                ROW PCT INON-DIAG ABUSE     DEPENDEN   ROW
                COL PCT INCSED              CE         TOTAL
                TOT PCT I        0I        1I        2I
DEPRESS         --------+---------+---------+---------+
                     0  I    83   I    24   I    33   I   140
  NON-DIAGNOSED         I  80.3   I  26.5   I  33.2   I  66.4%
                        I  59.3%  I  17.1%  I  23.6%  I
                        I  68.6%  I  60.0%  I  66.0%  I
                        I  39.3%  I  11.4%  I  15.6%  I
                        +---------+---------+---------+
                     1  I    15   I     9   I     8   I    32
  DYSTHYMIA             I  18.4   I   6.1   I   7.6   I  15.2%
                        I  46.9%  I  28.1%  I  25.0%  I
                        I  12.4%  I  22.5%  I  16.0%  I
                        I   7.1%  I   4.3%  I   3.8%  I
                        +---------+---------+---------+
                     2  I    23   I     7   I     9   I    39
  DEPRESSION            I  22.4   I   7.4   I   9.2   I  18.5%
                        I  59.0%  I  17.9%  I  23.1%  I
                        I  19.0%  I  17.5%  I  18.0%  I
                        I  10.9%  I   3.3%  I   4.3%  I
                        +---------+---------+---------+
                COLUMN      121        40        50        211
                TOTAL      57.3%     19.0%     23.7%    100.0%

 CHI-SQUARE    D.F.     SIGNIFICANCE       MIN E.F.     CELLS WITH E.F.< 5
 ----------    ----     ------------       --------     ------------------
   2.43466       4         0.6564            6.066         NONE

          STATISTIC                  VALUE             SIGNIFICANCE
          ---------                  -----             ------------
KENDALL'S TAU B                     0.02723               0.3337

NUMBER OF MISSING OBSERVATIONS =     0
```

CIBS MENTAL HEALTH SCREENING STUDY

TABLE 7.

Depression Diagnosis by Alcohol Use

(N=211)

```
                    ALCOHOL
             COUNT I
           EXP VAL I
           ROW PCT INON-DIAG ABUSE     DEPENDEN   ROW
           COL PCT INOSED              CE         TOTAL
           TOT PCT I       0I       1I       2I
DEPRESS    --------+--------+--------+--------+
                 0 I     81 I     26 I     33 I    140
  NON-DIAGNOSED    I   81.6 I   22.6 I   35.8 I   66.4%
                   I  57.9% I  18.6% I  23.6% I
                   I  65.9% I  76.5% I  61.1% I
                   I  38.4% I  12.3% I  15.6% I
                   +--------+--------+--------+
                 1 I     15 I      6 I     11 I     32
  DYSTHYMIA        I   18.7 I    5.2 I    8.2 I   15.2%
                   I  46.9% I  18.8% I  34.4% I
                   I  12.2% I  17.6% I  20.4% I
                   I   7.1% I   2.8% I   5.2% I
                   +--------+--------+--------+
                 2 I     27 I      2 I     10 I     39
  DEPRESSION       I   22.7 I    6.3 I   10.0 I   18.5%
                   I  69.2% I   5.1% I  25.6% I
                   I  22.0% I   5.9% I  18.5% I
                   I  12.8% I    .9% I   4.7% I
                   +--------+--------+--------+
            COLUMN      123       34       54      211
             TOTAL    58.3%    16.1%    25.6%   100.0%

 CHI-SQUARE    D.F.     SIGNIFICANCE      MIN E.F.    CELLS WITH E.F.< 5
 ----------    ----     ------------      --------    ------------------

   6.29220       4         0.1784           5.156         NONE

          STATISTIC              VALUE          SIGNIFICANCE
          ---------              -----          ------------

KENDALL'S TAU B                -0.00739           0.4537

NUMBER OF MISSING OBSERVATIONS =      0
```

Results of Factor Analyses

INDIAN ADOLESCENT STRESSFUL LIFE EVENTS INVENTORY

Scale 1: Academic Demands (_alpha_ = .88)

(Scale variance = 24.9%)

	Factor Loading	% indicating some degree of stress
9. Personal pressure to get good grades	.68	90
17. Pressure to get an A or B in a course	.62	78
26. Studying for a test	.60	82
27. Taking a test in class	.60	82
8. Receiving a D or F on a test	.59	86
22. Cheating on a test	.58	60
23. Failing to complete assignments	.51	92
19. Competing to get on an athletic team	.48	59
45. Peer pressure against getting high grades	.47	69
42. Being called on in class	.45	71
38. Difficulty in getting motivated for classwork	.43	82
11. Completing a term paper	.41	78
6. Giving a class presentation	.38	62
2. Being suspended or placed on academic probation	.35	45
10. Having something stolen	.34	83
15. Falling behind in class(es) because of illness	.33	52
72. Feeling that my learning skills aren't good enough to do the schoolwork	.31	53

Scale 2: Interpersonal Conflicts and Tensions (_alpha_ = .88)

(Scale variance = 4.1%)

	Factor Loading	% indicating some degree of stress
39. Lack of self-confidence	.65	75
34. Feeling depressed	.63	84
20. Fear of failure	.57	87
41. Problems with girlfriend/boyfriend	.57	82
30. Feeling anxious or tense all the time	.56	65
33. Concern over problems of friends	.48	83
31. Conflict with teachers	.48	62
21. Fear of failure to meet family expectations	.44	74
28. Thinking about suicide	.44	39
25. Concern about health of a close family member	.40	89
12. Fear of pregnancy	.40	35
61. Conflict between my own goals and others have for me	.39	78
40. Lack of ability to speak up for beliefs	.33	74

Scale 3: School Environment/Discipline (*alpha* = .83)

(Scale variance = 3.7%)	Factor Loading	%
51. Serving restrictions	.67	78
78. Being watched all the time by dorm staff	.63	65
75. Differences in how rules and regulations are enforced by the school authorities	.56	75
77. Feeling like the teachers and staff don't listen to me	.55	60
67. Having to use English more than I do at home	.55	34
50. Being written up for incidents	.55	79
52. Loneliness for others who speak my native language	.52	43
84. Physical living conditions in the dorm (noise, heat)	.43	62
37. Kitchen detail	.41	60
63. Lack of confidence by my family that I can do well in school	.34	62
65. Not knowing school rules and services	.32	46
60. Not having enough money	.31	92

Scale 4: Loss of Cultural Supports (*alpha* = .88)

(Scale variance = 3.2%)		
57. Pressure of living with different expectations for me	.58	57
56. Losing the guiding influences on me from my home community	.58	45
69. Living with strangers for the first time	.57	62
59. Distance from elders who guided me at home	.51	72
58. Having to stay at school when ceremonial activities are happening at home	.50	71
71. Not understanding students from different tribes who attend Chemawa	.49	68
64. Changes in food and eating habits	.48	66
32. Deciding what to do after graduation	.46	82
55. Fear of not being trusted or accepted when I return home from Chemawa	.45	49
49. Being one of only a few members of my tribe at Chemawa	.41	52
70. Having to be around large groups of people for the first time	.38	62
74. Not enough recreational activities	.32	80
53. Being so far from my family	.32	80
62. Feeling separated from friends at home because of my school success	.31	74

Scale 5: Social Rejection/Peer Pressures (alpha = .82)

(Scale variance = 2.8%)	Factor Loading	%
81. Not having enough friends	.66	45
36. Being alone when others are out doing things together	.60	77
68. The way other students treat me	.55	67
82. Fights between students	.54	73
80. People cursing and using a lot of profane language	.52	72
35. Deciding whether or not to have sex	.51	68
85. Students gossiping and spreading rumors	.40	84
66. Getting better grades than my friends	.32	60
54. Being a breed (part-blood among full-bloods)	.31	30

Scale 6: Familial/Parental Conflicts (alpha = .75)

(Scale variance = 2.7%)

43. Parents fighting	.66	60
16. Living with alcoholic parent or relative	.56	55
24. Concern over personal problems of family member(s)	.52	82
18. Past or present physical abuse in the home	.51	26
79. Bad news from home	.46	86
44. Conflicts between own goals, values, or morals and those of parents	.40	66
7. Parental separation or divorce	.31	48

Scale 7: Own Marital Stress (alpha = .76)

(Scale variance = 2.3%)

47. Illness of my own children	.74	6
48. Making child care arrangements for my children	.73	9
4. Responsibility for unwanted pregnancy	.71	10
46. Own marriage problems	.65	6
83. Being pregnant or getting someone pregnant	.43	25

Scale 8: Death in Family/Friends (alpha = .62)

(Scale variance = 2.3%)

5. Death of a friend	.64	61
3. Death of a parent	.56	25
14. Death of a relative	.44	83
1. Death of a brother or sister	.42	20

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91st Congress }
1st Session }

COMMITTEE PRINT

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THE EDUCATION OF AMERICAN INDIANS

A COMPENDIUM OF FEDERAL BOARDING SCHOOL EVALUATIONS

PREPARED FOR THE

SUBCOMMITTEE ON INDIAN EDUCATION

OF THE

COMMITTEE ON LABOR AND
PUBLIC WELFARE
UNITED STATES SENATE

NOVEMBER 1969

VOLUME 3

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Foreword

During its two years of work, the Senate Subcommittee on Indian Education has called upon the expertise of a number of consultants to provide its members with detailed, specific studies into Indian boarding schools in different locations across the nation.

Subcommittee members themselves visited some boarding schools, and heard testimony regarding the conditions at others during their hearings. The consultants' reports serve as a valuable supplement to the subcommittee's findings, and a significant addition to the body of knowledge on Indian boarding schools.

These evaluations of Indian boarding schools are being published as a committee document to better inform people of the conditions within such schools. I am sure these evaluations will serve a valuable function in aiding in the understanding of some of the special problems of Indian education.

RALPH YARBOROUGH,
Chairman, Committee on Labor and Public Welfare.

Letter of Transmittal

Hon. Ralph Yarborough,
Chairman, Committee on Labor and Public Welfare.

Dear Mr. Chairman: The evaluations contained in this report are the result of many hours of investigation and deliberation. The individuals who conducted the studies are to be commended for their insight into the problems encountered at Indian boarding schools. These evaluations would not have been possible without the cooperation and assistance extended by administrators, teachers, and students at the 13 boarding schools which were examined. The depth and scope of the evaluations will prove invaluable as progress toward totally adequate and effective schools is begun in earnest.

The evaluations represent an important contribution to the subcommittee's assessment of Indian education. The multitude of problems associated with off-reservation Indian boarding schools became obvious as early as 1967 during the subcommittee's hearings on Indian education. Sufficient time has been allowed to probe deeply into the Indian boarding school situation and the problems encountered by the students.

The facts revealed in this report cannot help but be cause for everyone to begin a complete reassessment of the needs of Indian children enrolling in the boarding schools, and the schools' responses to those needs. This report will be a vital tool in the subcommittee's thorough examination of Indian education and will be useful for anyone studying the subject in depth.

The findings definitely point to a deteriorating situation, from the standpoint of the schools and the Indian students who must attend them. The problems associated with the mental health of the students as reiterated frequently throughout the evaluations are a cause for alarm. The nature and extent of these problems are clearly explored in many of the investigations. I hope that the deplorable conditions revealed in these evaluations will soon be past history, and that the Indian boarding school system will begin to make progress toward providing our Indian young people with an education which is relevant to their needs and which prepares them to participate in tomorrow's world as meaningful citizens.

I want to express the appreciation of the subcommittee to Mrs. Mary T. Olguin of the Legislative Reference Service, Education and Welfare Division, for the work she did in assisting the subcommittee to compile these evaluations.

Senator Edward M. Kennedy,
Chairman, Special Subcommittee on Indian Education.

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THE EDUCATION OF AMERICAN INDIANS: A COMPENDIUM OF FEDERAL BOARDING SCHOOL EVALUATIONS

I. General Overview

More than 12,000 Indian children attend school in 19 off-reservation boarding schools today. These young people are frequently transported hundreds of miles to their new homes, which are far away from the influence exerted by the security of family life, tribal values, standards and customs. In high school, usually more than 25 percent of them drop out before graduation. A vast majority of them are labeled by their teachers as misfits, underachievers, or troublemakers, and attitudes of school personnel insure that they will never be considered otherwise while in school.

The subcommittee has become concerned about the psychological ramifications stemming from the Indian boarding school. It has proceeded to conduct evaluative studies of such schools through the assistance of highly qualified specialists in the fields of education and mental health. The subcommittee has attempted to gather as much information as possible on the particular schools which have a number of serious problems—the on-reservation boarding schools and the off-reservation boarding schools which have a significant number of students enrolled with social problems. This report contains the evaluations of 13 of the off-reservation boarding schools, which hold [illegible] percent of the overall boarding school population. Since Navajo children account for 8,000 of the 9,000 students enrolled in on-reservation boarding schools, that subject is considered separately in the Navajo field report.

The Bureau of Indian Affairs operates off-reservation boarding schools with two distinct types of programs. One is the regular school, which provides students in residence there with a course of study leading to a high school diploma. The other provides dormitory facilities for students participating in the border town program, in which students live at BIA dormitory facilities and attend nearby public schools. Frequently the two programs are operated concurrently in the same facility.

During the first 30 to 40 years of the boarding school program, the principle emphasis of the system was to provide special services for Indians. This was partially based on the belief that Indians could not be prepared intellectually to function outside the Indian community. In other words, Indians were given vocational training because it was believed they were unable to learn more cognitive skills or to have any use of them after graduation. Unfortunately, many teachers remain in the BIA school system who entered while this policy was in effect and have been unable to adapt to the more progressive (though still restrictive) policies adopted later.

The more progressive policies called for boarding schools to become more like public schools by offering additional academic subjects and fewer vocational subjects. The resultant shift has been accomplished, however, without the essential addition of compensatory education programs. This gap makes success difficult even for the most well-adjusted child, who must attend the school because suitable facilities do not exist close to his home. As will become obvious, the well-adjusted child is scarcely found in the average boarding school population.

The evaluations which follow were conducted by many individuals. Some of the studies were conducted either by or under the direction of the Bureau of Indian Affairs, a recent innovation of the Division of Education. Others were made at the request of the subcommittee by consultants who are specialists in the fields of mental health, psychology, education, child development, and other relevant disciplines. The names of the consultants conducting the investigations, the members of the Bureau of Indian Affairs making evaluations, the individuals with whom they met, the documents which they reviewed, and other explanatory notes and materials about their methods and conclusions are included by the authors at the beginning and end of each evaluation report.

Students are sent to off-reservation boarding schools on the basis of criteria established and published by the Bureau of Indian Affairs. Children who meet one or more of the criteria listed below may be admitted to Federal boarding schools:

EDUCATION CRITERIA

1. Those for whom a public or Federal day school is not available;
2. Those who need special vocational or preparatory courses;
3. Those retarded scholastically 3 or more years; or
4. Those having pronounced bilingual difficulties.

SOCIAL CRITERIA

1. Those who are rejected or neglected by their families and for whom no suitable alternative care can be made;
2. Those who belong to large families with no suitable home and whose separation from each other is undesirable;
3. Those whose behavior problems are too difficult for solution by their families or through existing community facilities; or
4. Those whose health or proper care is jeopardized by illness of other members of the household.

The undesirable results of these criteria being applied in the local communities is a heavily weighted proportion of students who are assigned, usually by a community social worker, for social reasons. The distressing fact, repeatedly emphasized in the evaluations, is that the desperately needed special services required by the students with social problems are virtually nonexistent. The schools, in other words, are not responding to the many special needs of the students—presumably the needs for which they are sent to the school. On the other hand, the many problems of a great number of students make it necessary to maintain close—frequently too close—supervision, giving the school and dormitories a prison-like atmosphere—hardly conducive to learning or the social adjustment expected of young adults upon their high school graduation.

The many psychological problems which are manifest in the student behavior and attitudes have brought many to recommend that the off-reservation boarding school be changed to a residential treatment center. These centers could be appropriately staffed with clinical personnel to deal with psychological problems, and highly trained teachers to provide the compensatory assistance which could bring achievement levels closer to national norms and allow a satisfactory preparation for additional post-secondary education (college or vocational school) or satisfactory employment. One center's principal contribution could be to treat the problems of those with serious psychological problems differently from those who have developed comparatively minor problems as a result of constantly failing in school—or having dropped out or been pushed out of public school. Substantial progress toward proper individual adjustment will reap untold progress in the academic and social futures of the students.

A careful examination of the evaluations included in this report reveals a similarity of problems from school to school. The following is a summary of the recurrent problems which were mentioned continually in the studies, together with excerpts from the evaluations which illustrate the depth and scope of the problems at individual schools. At the same time, the excerpts can serve as a general description of the overall problems since they were frequently mentioned in all of the studies. A quote from each school for each problem would lengthen this introduction beyond usefulness.

ADMINISTRATION

Administrative problems associated with the off-reservation boarding schools are many. One of the most basic is the confusion over goals established by the BIA as to Indian education as a whole, and where the individual school fits into this picture. Administrators seem to realize that the schools have become a dumping ground for problem students, but feel helpless either to work toward solving the problems of the student, or toward finding adequate personnel to work toward their solution. The goals of the school as reported in the evaluation of the Busby boarding school in Montana indicate the results of this confusion:

> The stated goals and philosophy of the school are the standard high-flown academic hogwash—same as every other place from Harvard to your local reform school. The actual goals and philosophy, in our opinion, are to function as an unchanging, benevolent, Big Daddy-type custodial institution to keep the kids out of trouble until they are old enough to get married and produce their own hostages to fortune.

The heterogeneous nature of the student population at many boarding schools brings its own problems. Many administrators feel pulled in opposite directions regarding goals and purposes of the institutions. The BIA's own evaluation of the Intermountain School reveals these frustrations:

The chasm separating the totality of guidance and instruction is reiterated constantly both by the students and the demoralized staff. A negativistic attitude reflecting the "failure expectancy syndrome" permeates as seen in the statement, "Well, what can you expect, these are Indian kids." Attitudinally, the youngsters of this school are viewed as socially maladjusted and emotionally disturbed, as problem youngsters, chronic alcoholics, etc. In short, staff perceptions border on the reformatory concept of reaction rather than progression or even the minimal concept of rehabilitation. The lines of demarcation are steeply drawn between the antagonists (the students) and the staff. This is felt by all.

In the area of guidance, the administration relies on counselors in the dormitories to act as guidance counselors. They are also called upon to supervise from 80 to 120 students and are responsible for discipline as well as guidance. It is obvious that anyone who is in charge of discipline is not a likely candidate for a student to confide in and discuss personal problems. At best, most dormitory counselors are little more than "watchdogs" who patrol the area to be certain that each student is in the building.

A study made by ABT Associates of Cambridge, Mass., at the urging of the subcommittee, reports similar dissatisfaction with the personnel situation in the boarding schools. The report indicates:

> In the dormitories, the inadequacy of student guidance is heightened by the many other demands on the counselors' time. Since the majority of the dormitory personnel are responsible for building maintenance and for punishment, as well as for guidance, it is hardly surprising that students rarely confide in them. They must see that floors are mopped, rooms neat, and misbehavior punished. At the same time, each one is expected to be like a father or a mother to 100 or more boys or girls, and to provide them with the love and attention they would receive at home. This task, impossible even for the best trained counselor, is usually assigned to untrained persons. Some have personnel problems of their own which manifest themselves in the disregard or mistreatment of students.

Students are referred to boarding schools most often by social workers in their home communities. Once the referral is completed, there is little communication between the educators, the guidance personnel and the social workers. There is also little adequate communication between the Division of Indian Health personnel and the school staffs. Clearly, much of the blame for many of the schools' failings must be attributed to the evident fractionalization of responsibility. The effects of this are well described in the Bushy evaluation:

> It is not doing any kind of a job of rehabilitating the misfit children in its boarding school program; but then it was not designed, funded or staffed as a mental health clinic. The Bushy School, both day and boarding, seems to be operating primarily as a custodial institution, designed and functioning to give Indian children something apparently relevant to do until they are 18 years old while creating a minimum of anxiety for all concerned—pupils, parents, and staff.

After a study of an Indian boarding school population, Dr. Thaddeus Krush reported his "Thoughts on the Formation of Personality Disorder." His conclusions deal with the results of institutionalization on the personalities of the young Indian students:

> Frequency of movement and the necessity to conform to changing standards can only lead to confusion and disorganization of the child's personality. The frequency of movement further interferes with and discourages the development of lasting relations in which love and concern permit adequate maturation.

The failures of the boarding schools are perpetuated when graduates of the school return to work as dormitory counselors. Dr. Leon in his testimony before the subcommittee discusses the problems this practice presents:

> Some of the effects of Indian boarding schools are demonstrated by the very people who are now working in the boarding schools. Many Indian employees, most of whom are guidance personnel, are themselves a product of the Indian boarding school. I have found that some of these people have great difficulty in discussing their own experiences as Indian students. Many of them show what I would call, a blunting of their emotional response. This I would attribute to the separation from the parents and the oppressive atmosphere of the boarding school.

CONCLUSION

The situation at the Stewart school is typical of all the schools. The following summary gives a particularly clear account of the hopelessness prevalent in all the schools:

> Stated succinctly, we feel Stewart is a tragedy. Historically an isolated school for problem children, it is now the school to which Indian children from the Southwest are sent as the only alternative to dropping out of education entirely. At Stewart these children are passed from one vocational department to another, never receiving sufficient training to prepare them for jobs, and never receiving the remedial programs necessary to cope with their deficiencies in reading and writing English. They graduate from the school with a high school diploma and a ninth-grade education.
>
> The teachers at Stewart know their task is hopeless. They accept the "low potential" of their students, and expect to prepare them for the lowest of occupations. They are indifferent, uncreative, and defeated. The guidance staff attempts to ameliorate the schools' archaic social rules, but must fight dormitory aides who were educated at Stewart and who believe in and enforce strict discipline and puritanism. The principal believes in trying new approaches and remedial programs, but must work with teachers whom he has not chosen, and a completely inadequate budget. The students must obey rigid social rules characteristic of reform schools, while living under the fiction that they are actually receiving a high school education. They have almost no contact with the world outside the barbed-wire boundaries of the campus, and cannot even return to their homes for Christmas. That they

remain vibrantly alive human beings at Stewart is neither an excuse for the schools' existence nor a negation of the tragedy. They remain children confused and threatened by White America, deprived of an adequate education and subjected to inhumane rules restricting every aspect of their lives.

It was not once, not twice, but many times that the evaluations of Indians boarding schools concluded with similar language. This is some measure of the scope of the tragedy of American Indian education programs and policies.

II. Evaluation Reports

A. Albuquerque Indian School, Albuquerque, New Mexico

1. REPORT ON THE ALBUQUERQUE INDIAN SCHOOL, PREPARED BY THE SOUTHWESTERN COOPERATIVE EDUCATIONAL LABORATORY, INC., DR. JAMES OLIVERO, DIRECTOR

SOUTHWESTERN COOPERATIVE EDUCATIONAL LABORATORY,
Albuquerque, N. Mex., December 9, 1968.

Senator WAYNE MORSE,
Chairman, Special Subcommittee on Indian Education, Senate Office Building, Washington, D.C.

DEAR MR. CHAIRMAN: Attached is a copy of the evaluation of the Albuquerque Indian Boarding School which you requested for the Senate Subcommittee on Indian Education. This review was prepared by members of the Southwestern Cooperative Educational Laboratory staff.

Every effort has been made to put together an objective report—and, as is quite clear from the content of the document, we were making no effort to win "popularity." From our perspective, a straightforward analysis of the program at the Albuquerque Indian School would best serve your committee, the staff at the school, and the students who are currently enrolled.

Within the time limits possible, every effort was made to assess the operation of the school, to meet with parents in their homes to discuss the school program, and to talk with students relative to their attitudes and expressions about the school program. In addition, questionnaires were administered to all of the staff and to a random sample of students (approximately 250). Analyses of the questionnaires are included in the summary of the report. One staff member followed a "typical" student through part of a daily program, and another staff member met one evening with the Student Council of the school. Although Student Council members may be somewhat atypical, their insights were tremendously helpful in the preparation of the report. We also talked with some of the merchants who have stores and gasoline stations in the vicinity of the school.

A number of classes were visited (approximately twelve), discussions were held with the superintendent, the principal, and the director of guidance, the students, as well as with a number of the teachers.

It is our clear impression that every person at the school was candid and sincere in his desire to provide relevant and honest information. We applaud the efforts of the staff and students for their forthright contributions.

Because of the nature of the study, I felt it imperative to review the report with the staff prior to the time it was submitted to you. This review session was held on Monday, December 9

Finally, may I say that the report was prepared to assess the effectiveness of the Albuquerque Indian School—using the criteria established by your office. No effort was made to compare the Albuquerque Indian School with other elementary and secondary programs designed to meet the needs of the Indians. The report which is attached was meant to be a constructively critical assessment—not one which particularly tries to point out all the negative facets of the school program, but one which suggests where areas of attention and priorities might be directed.

The Southwestern Cooperative Educational Laboratory and its staff feel pleased to provide this service for the Senate Subcommittee and we hope that you will contact us if we can provide clarification on the report or provide additional assistance in the month ahead.

Sincerely,

James L. Olivero, *Director.*

Enclosure.

Southwestern Cooperative Educational Laboratory,
Albuquerque, N. Mex., December 9, 1968.

Senator Wayne Morse,
Chairman, Special Subcommittee on Indian Education, Washington, D.C.

Dear Mr. Chairman: On Monday afternoon I had an opportunity to review the report with the faculty and dormitory personnel at the Albuquerque Indian School. Following the report I entertained questions, and as you might expect, there were some questions about the analysis we gave.

Four major points seemed to come through:

1. Staff members do work longer than 8:00 to 3:00; all staff members, according to Dr. Ayers, work an eight hour day, amounting to forty hours per week.

2. Although there are no practice teachers in the school at the present time, we were told that a practice teacher from the University of New Mexico will be at AIS next semester. There have been a number of student teachers in the past in the areas of social science, music, etc.

3. The use of the term "matching" is, according to the faculty members, not an appropriate term as it relates to getting the students from one activity to another. Indeed, the faculty members insisted this was a matter of chaperoning students rather than actually marching.

4. The school is attempting to rectify the communications problem which exists between the parents and the school, and there are now two traveling counselors who make it a point to talk with parents.

If these points will add some substance to the report, please feel free to contact me if you want to add this information.

Sincerely,

James L. Olivero, *Director.*

The document which follows is a report prepared by Dr. Henry Burger, Staff Anthropologist, Miss Donna Peck, Field Consultant and former teacher in the Tuba City, Arizona, public schools, and Dr. James L. Olivero, Director, Southwestern Educational Laboratory.

The reporting team commends the administration, staff, and students at the Albuquerque Indian School for their complete cooperation and assistance in gathering the data necessary to make this report. In the words of one of the teachers, "I hope everyone is honest and provides you with all information because we need a lot of help." We believe, indeed, that we did receive honest and straightforward answers.

A. THE EDUCATIONAL PROGRAM

(1) The stated goals and philosophy of the school

The Albuquerque Indian School is currently operating under three definite philosophies established for the school—one prepared by Mr. Zeller's office at the Bureau of Indian Affairs in Washington, the second statement was prepared by the area office, and a third statement which applies specifically to the Albuquerque Indian School was put together by the administration and staff of AIS. The statement from the national office apparently was designed by parties in Washington; personnel at the school indicated that they accepted the philosophy but had no part in the development of it. Greater participation was involved with the development of the area philosophy; the total staff was included in the development of the specific philosophy for the school. (Students did not participate in the establishment of school philosophy.) The local philosophy has been a changing document over the past few years, as needs have changed. We believe the reviewing committee would be interested in the three philosophical statements in Appendix A.

As one reviews the statements, it becomes quite clear that the goals are global in content. The review team, therefore, attempted to determine if specific behavioral objectives had been established in the cognitive, affective, and psychomotor domains which [illegible] for teachers to put into practice these things stated in [illegible] the philosophy.

A review was made of the Courses of Study and [illegible] schools throughout the country, the course outlines ranged in strength from those which had established specific behavioral objectives to those which apparently copied the table of contents from a given textbook. Obviously, the effectiveness of the given school program (particularly the type which serves students with wide differences in ability, such as those who make up the student body of the Albuquerque Indian School) is only as effective as the teacher's ability to identify and teach toward specific performance criteria.

As we observed the classes which were taught, we concluded that the Albuquerque Indian School instruction reflected the same range as the course of instruction—"outstanding to unsatisfactory."

(2) The relevance of the school program to [illegible] population served. (The school program relates to [illegible] by the reservation relationships of [illegible] the students.)

There is definite evidence that some effort is being made to establish relevance between the needs of the students and the curricular offerings. For example, approximately 40 percent of the students enter the AIS from other schools; that is, they have dropped out or transferred from elsewhere. Compared with some other public schools in the country, this is a very high percentage—almost corresponding closely with migrant camp schools. According to Dr. Ayers and Mr. Rosenberg, of those students who begin the 10th grade at AIS, about 93 percent receive high school diplomas. Considering the state of Indian education elsewhere, this is a major accomplishment.

For the first time, we understand, a new course has been introduced into the curriculum which attempts to outline some of the heritage contributions that the peoples of the Southwest have made toward the development of this country. We believe at least an average attempt is made to instill Amer-Indian values; this is a part of the curriculum as well as one phase of the extra-curricular activities. If we understand Dr. Ayers correctly, there are, however, few cultural lessons being taught in classes; this may be a forthcoming development, however. We were impressed with the Christmas pageant that is being prepared—whereby each of the tribal representatives will illustrate at a Christmas program how Christmas is celebrated in each of the respective tribes at the AIS. (This is largely a student-designed attempt with minimum faculty supervision.)

With these positive points in mind, the visiting committee was concerned about the lack of elective course alternatives, about the questionable state of behavioral objectives, about the lack of in-service education to help teachers orient their thinking toward performance criteria and about the lack of a systematic evaluation system at the school. Many of these points will be spelled out more clearly in subsequent paragraphs.

(3) *Relevance and adequacy of curriculum and textbook materials and library materials to students' background and needs*

There is no question that the quantity of materials available for students and faculty members is sufficient. Visiting the classrooms indicated a wealth of materials in terms of quantity. There is some question, however, about the complete *relevancy* of materials. A number of teachers indicated[1] that students were unable to use the textbooks that were available for the classes. Both the oral language difficulties and reading difficulties often prohibit students from gaining maximum utilization from the textbooks.

One member of the team was particularly discouraged that few courses had been built around the concept of performance criteria—a majority of the classrooms were established along the typical, academic parameters designed for most college-prep type schools. This was not the case, however, in some of the "skill" areas such as home economics and industrial arts.

The library—and incidentally the entire school—is an accredited institution with no deficiencies noted on the report from the State Department of Public Instruction. The most recent accreditation statement was received in May 1968. A number of books in the library reflected a concern on a part of the school officials to provide information about the historical accomplishments of Indian groups.

As we reviewed the course of study and the textbooks being used in the class, it was clear that most of the textbooks were adopted within the past 3 years—although other books were being retained on the shelves as supplementary materials. Everything at the school appeared to be used until it was completely worn out.

Most classrooms were equipped with up-to-date audiovisual equipment and at least 10 percent of the teachers in the classrooms visited were using the new devices. Apparently, the problems in the school are not those of materials and audiovisual equipment; a definite problem is one of keeping a very old building in operating condition. For example, one building has a hole large enough that pigeons fly into the classroom and water drips from the ceilings when an upstairs drain is used. Other buildings on the campus have already been condemned and if it were not for portable classrooms that have been installed, the reduced population that is now being served could not meet on the campus. Student council members openly complained about the conditions of the dormitories.

(4) *Student achievement as shown by such indices as [illegible], truancy, achievement test results. Student achievement compared with national and state norms and levels [illegible] go into college or junior college.*[2]

Clear and specific records about dropouts were not readily obtainable, although it would be possible for school officials to gather specific data on this matter if the records that do exist were completely analyzed. The need to expedite this report for the Senate subcommittee precluded our request to have the school officials delve into the records that have been accumulated. Apparently, however, most estimates by staff members would indicate that at least 20 percent of the students who enter the ninth grade do drop out before completing the work toward the high school diploma. This is somewhat lower than the national average.

Truancy is apparently a rather difficult problem for the administration and staff, but efforts are being made by the guidance and counseling department to resolve these problems with parents, tribal leaders and the area agencies. On a given day (one visiting committee member visited the day following the Thanksgiving vacation which was further complicated by a snowstorm in Albuquerque) 112 students failed to return to school and were counted as AWOL. Approximately [illegible] went home for the holidays. Past experience, according to the administration, would indicate that most of the students would return within the week. There was some indication that some youngsters make a habit of running away from the school, and therefore it becomes necessary to have these students removed for their own safety as well as indicating to other students that such behavior will not be tolerated. (While talking to merchants in the area there was general agreement that the Indian students were always well-behaved and never caused any problems.)

The students are promoted on the basis of the standards [illegible] have individually prescribed for the courses they teach; most teachers pointed out "we maintain high standards." [illegible] indicated global goals and objectives, and this was confirmed in individual discussions with teachers, it was impossible to determine specifically how the performances on the part of students were used as criteria for promotion.

A review of a random sample of essays (junior high school and high school) indicated a vast range of student ability. During interviews three students indicated their work was copied "word for word" from the encyclopedia. Although this was obviously not the case for most of the papers, the conversation with the students raised serious questions about how carefully papers prepared by students were being read by teachers.

From the information provided by the principal and the guidance director, as well as the former guidance director, it was apparent that more students are now going on to college than had been the case in the past. The greater success of the graduates in going to federally subsidized activities rather than activities in which the dominant Anglo community compares non-Indians with them is seen in the following figures. They are based on a questionnaire sent, according to Dr. Ayers, 3 months after graduation to the graduates. (Please note that this does not include those who failed to graduate.) Furthermore, only 50 percent replied and we may reasonably assume that the 50 percent who do not are the *less* successful.

Planned activity after graduation	Percent succeeding in goal	Number of students
1. Attend Haskell Institute (U.S. Government supported)	[illegible]	[illegible]
2. Attend Albuquerque Vocational Training (Government supported)	[illegible]	[illegible]
3. Go to college (perhaps supported by Government; perhaps freely chosen against non-Indian competition?)	[illegible]	[illegible]
4. Other and miscellaneous		[illegible]
Total		[illegible]

With the development of new junior colleges and vocational schools the number of students leaving high school and continuing their education is likely to increase. A major problem in this regard, however, is the need for scholarship moneys to help the students with their day-by-day living expenses. In a discussion with two high school seniors, both indicated they were unaware of information leading to college admission requirements—that no one in the school had informed them of these requirements—and that they had heard from other students in college that the most difficult problems were related to keeping up with all the reading. Apparently no students were involved in a speed-reading program. Some students were participating in a class for slow readers and a reading specialist is now on the staff.

(5) *Adequacy of student records including the adequacy of followup information on graduating students*

A random selection of 12 students' records was made and these were reviewed. The records were well organized and included a wealth of information that could be terribly helpful in diagnosing learning difficulties and prescribing specific learning activities to overcome those difficulties. When talking with the elementary school's supervisor, however, nothing in the discussion indicated that the elementary teachers ever talked on a formal basis with the secondary school teachers about students and about information contained in the folders. The articulation and continuity of the program for students progressing from the elementary and junior high school level to the senior high school level is at best less than adequate.

New students entering the school are given a series of tests, including the California Achievement Test, which is used in the placement of students in "appropriate" classes. A *nongraded* system has been organized for students who are far below grade-placement. The California Achievement Test assumes that students can read the English language. In some other schools where this test is used, its relevancy for non-English-reading students is questionable. In fairness to the school, however, almost all institutions use the same test and suffer the same problems.

One of the nongraded classes to which this report refers was visited; the classroom gave evidence of a real attempt to individualize instruction. Unfortunately, while the student-teacher ratio is approximately 1 to 20 at the secondary level, and 1 to 27 at the elementary level, the nongraded class had a teacher-student load of 1 to [illegible]. The needs of the youngsters and the size of the class made this goal of individualization impossible. The preceding year, title I funds were for teacher aides but these funds were reduced and the two nongraded classroom teachers were sharing one aide. When asked about the preparation the teachers had to teach a nongraded class, the principal indicated that they would attend a 2-day workshop in Santa Fe this coming week. It was clear from a conversation with one of the teachers that she needed a great deal of help and the class observation would certainly support this contention. It is highly unlikely that a 2-day workshop will resolve the difficulties.

The committee applauds the school and the teachers for their efforts to meet individual needs, but assistance in defining behavioral objectives, determining appropriate content, establishing effective methodological operations, and determining evaluation criteria are all necessary before the program becomes effective.

Students complained strongly about the lack of course offerings (see student questionnaire summary). Apparently only a very limited number of electives are possible. Although the school population is small and with limited funds to operate, offering a large variety of courses is somewhat impractical, we did not see evidence of alternate year offerings that would enable students to have a wider selection of courses while at the same time not requiring teachers to have too many preparations.

(6) *Teacher qualifications, rate of turnover, employment [illegible]*

At least half the members of the fifty-man faculty have Master's degrees, the superintendent possesses a Doctor's degree, and a number of other faculty members are well along the educational path toward a doctorate. The turnover rate is low, with the exception of two new people who had been hired to the staff this year, and a home economics teacher who had been there only 6 years. All other teachers with whom we talked had been there for a period of time extending from 11 years to 31 years of service. Many of the teachers are a husband-wife combination that have been with the Bureau of Indian Affairs in schools out on the reservation before coming to the Albuquerque Indian School.

The visiting team asked about salaries paid the teachers, and information we received suggested that the teachers in the Albuquerque Indian School are paid considerably higher than those teachers who work in the Albuquerque Public Schools. Evidently, the civil service levels established for teachers have been high enough to retain staff members for a long period of time.

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Although most schools suffer from a high turnover rate, the visiting team raises a question about the converse in the case of the Albuquerque Indian School, i.e., has the turnover rate not been great enough? One could ask the question whether the kind of "spark" necessary to keep current with new changes in curricular offerings and methodology is a part of the makeup of teachers who had for a long period of time been promoted yearly in the same system. One teacher, for example, indicated that no one really worried about being downgraded on a performance evaluation; the Civil Service protects them. Both teachers and students complained about "other teachers" who saw their job as an 8:00 to 3:00 matter. Some of the students said some teachers had been here "too long." Apparently, student teachers from the University of New Mexico do not practice-teach at the Albuquerque Indian School, and one wonders why this access to bright "movers" has not been capitalized upon.

Apparently most of the teachers do participate in some of the summer NSF workshops as all of the mathematics teachers in the school are trained in the techniques of modern mathematics, a situation which does not occur in many schools throughout the United States. At the present time, no in-service meetings are being held for teachers—a matter which contributes to the lack of communication which is felt by a number of the staff members.

Many of the teachers and administrators have felt stifled in their efforts toward creativity and imagination. Our visit would support this contention. For example, the administration has been bombarded with visiting teams of people—such as this subcommittee which was invited to attend but received no letter of introduction or phone call from the Senate subcommittee directors or from the BIA. A visit just one week prior to the time of our visit by another senatorial committee, constant review teams from the Bureau of Indian Affairs, multiple forms to complete, and requests from a variety of organizations throughout the area to "use" the Indian Student Band or Choir for one purpose or another, contribute to the point of view of "why fight it?"

Both students and faculty members are concerned about the number of restrictions that are placed upon them by the BIA—at least they perceive that the regulations are imposed by the BIA. On many occasions when the visiting committee asked why something wasn't approached from a different perspective, the answer received was, "The BIA has a rule against that."

(7) *Dormitory aides: number and qualifications*

The dormitory aides, primarily Indian adults, provide a number of services for students. The students, however, believe they can survive the academic program but are highly critical of their dormitory experiences. Students complained that the dormitory aides were highly restrictive in some activities the students felt strongly about. Specifically, in discussions with students, some of the following complaints were noted: (1) The senior students rejected turning out the lights at 9:30 p.m., particularly when they had been assigned by teachers to observe a given television presentation, (2) girls particularly objected to being "marched" across campus at night when they were going to and from one place of activity to another, (3) both boys and girls ob- [illegible]

to whom they were referring were the dormitory aides and department heads, (4) students reacted negatively to "collective" punishment. One student indicated one girl in a room was smoking and when the matron entered the room on a snap inspection she caught the girl. All six of the girls in the room were punished for having allowed the other girl to smoke. Young men indicated the same general area of concern. Punishment usually consisted of weekend restriction, never physical punishment, (5) there were general complaints about "religious" matters, that is, some of the students wanted to attend the church of their choice but were not permitted to do so.

As one might expect, however, the greatest protest came over the food in the cafeteria—this is a very typical complaint of many students although some of the Indian students thought they should occasionally have some of their native dishes prepared. The real concern that students expressed came over the fact that when they made complaints nothing ever really seemed to happen.

From the preceding outline there is little wonder that some of the students in their discussion often referred to the total operation as "the concentration camp" and the "jail".

Two dormitories have been condemned and there is now a large degree of overcrowding in the existing dormitories. Space has been reduced from the dormitory aide quarters so more students can be accommodated in the dormitory. The major conditions and problems of overcrowding have been expressed by all people at the school—teachers, administrators, dormitory personnel, and students.

The two principal divisions of the school into "Bordertown" and regular (meaning respectively, students going to school in Albuquerque Public Schools vs. those going on this Indian campus) formerly lived in separate dormitories, and got into fights. Now they are integrated and are now friendly.

Although there are some families in the community that would like to have students live in their homes, school officials have indicated this type of program is "more trouble than it is worth." Without this option there are few alternatives left for increasing the student population.

Many people with whom we talked thought the dormitories might be condemned in the near future.

(8) *School accreditation*

The information about school accreditation was covered in an earlier statement. The school is fully accredited by the State of New Mexico.

(9) *Adequacy of vocational or prevocational training programs*

The visiting team would like to commend the school on the prevocational training programs for the Albuquerque Indian School students. We have evidence in this program that students are motivated, that there are exceptionally well-qualified instructors, and that clear definitions of behavioral objectives and relevant evaluative criteria exist. The vocational programs were apparently well equipped.

A decision needs to be made about the direction of the school and the types of student it will serve. At present Intermountain School has such a varied student body that it is impossible for the present staff and faculty to meet all needs of all students. Again we heard the comment, we do not know what our mission is, are we going to serve as a dumping ground for youngsters the reservation schools do not want, do we operate a vocational high school with some terminal training, or do we operate a comprehensive high school program?

The varied nature of the students presents additional administrative problems when the broad range of students is taken into account. Some of the students are given boarding school placement as an alternative to a reformatory, while others have dropped out of public schools for academic reasons. The administrators of many schools have developed strict rules and regulations which might be needed by reform school candidates, but are repressive for a majority of the students. Richard Hovis, a student teacher at the Chilocco Indian School, writes:

> The few delinquents at Chilocco give the whole school a reform school atmosphere. A small number of students are sent there because they can't get along anywhere else. These students force the administration to be very strict with rules and regulations. As a result, many teachers categorize all the students as delinquent cases and treat them as such. It is no wonder that the students have little to say in class when they are thought of as poor, ignorant, Indian juvenile delinquents.

John Bjork, in his evaluation of the Flandreau Indian School, comments on the goals of the schools:

> At the risk of oversimplification, there appear to be two related problems: the amount of confusion permitted to exist around the purpose for which these schools exist, and the consequent inability of anyone to develop an adequate program under these circumstances.

He further summarizes the situation at the school and relates this to the future and to the education division of the BIA:

> The schools are operated solely by educators for students referred, in the main, by social workers. The schools accept, knowingly, a wide variety of complex social, psychological, educational, and cultural disorders. Social workers and educators "use" the outmoded idea that sending people far from the scene of their social and emotional problems will somehow, almost miraculously, solve the problems. (The demise, years ago, of orphanages and more recently, large isolated State mental hospitals, attest to the abandonment of this theory in social and psychiatric thinking.) Further, it is commonly acknowledged by BIA social workers and educators alike that when social histories are written, the sophisticated referral includes just enough damaging evidence to "justify" removal of the child from his home community, but not enough to preclude his acceptance at the school. The school is, indeed, a dumping ground. Should the adjustment process prove too difficult for school or student, he is returned home or passed along to another boarding school, day school, public school, training school, State hospital, or lost completely. For the student, the psychological nomadism and chameleon responses, described by the Flandreau papers, set in. For the staff, distrust and alienation are heightened.
>
> The situation demands imaginative and cooperative child health, welfare, and education programing at the local level. Fragmentation of effort is rampant and the power structure is well established. Still, if more effort were concentrated there, the division of education might receive the help it needs to focus on a role for the boarding schools with more obtainable objectives and programs to meet them. If it is not, they must surely continue their muddled existence.

The high mobility rate, and the lack of adequate records, only add to a crush of administrative problems. Even if a continuum of goals is evident, each teacher could work with each student at the level of the student's particular ability. However, if no records accompany the student, his past history is not available to provide the teacher with the insight necessary for even a rudimentary beginning. Dr. [illegible] and Dr. Bliss discuss the extent of this type of problem in the accreditation of the Busby school in Montana:

> The present attempt to investigate the existing data concerned with Indian education in Montana has combined with our knowledge of educational systems in other States to engender a very sad and pessimistic outlook on what is being done for the American Indian. The BIA school system in Montana has in common with other BIA systems with which we are familiar what must be the fewest and least complete educational records in the history of American education. It seems absolutely incredible, since the Indian student has had a long history of poor achievement in the BIA school system, the missionary school system and surrounding public school systems; that there are virtually no existing objective data relevant to the problems faced by the Indian student. In spite of the fact that the BIA school system and the public school systems have professionally trained counselors available on the staff, there is no indication that any significant amount of counseling or testing information has been accumulated and assembled in any meaningful way. (We are aware that numerous rationalizations and justifications for this lack of data are available.)
>
> Given this state of affairs, it seems obvious to us that there is a tremendous need for staff and money to go into the Indian community and objectively evaluate the existing problems. There is a need for data to be collected, analyzed, and communicated in a way that is relatable to potential solutions to problems. However, there are numerous difficulties, some obvious, some subtle, in the way of collecting sound and interpretable data about the Indian.

CURRICULUM AND PERSONNEL

The problems associated with curriculum materials revolve basically around the fact of their being designed for students who no longer constitute the majority of the student population. The standard secondary curriculum materials, as adopted by many schools, are inflexible in the sense that they do not respond to the particular problems of the students. At the same time, they hardly provide an adequate preparation for postsecondary education. The evaluation at Flandreau discussed the response of the curriculum to student needs:

> The school appears to have resolved the old "saw" of whether schools are providing "terminal" education with a firm negative response from everyone, except those staff members concerned with other than academic education.

The team investigating the school at Oglala asked students what kind of program would best fill their needs and prepare them for the future. The students indicated that they would prefer to be prepared for employment:

> The curriculum is basically college preparatory. During the freshman year, each student is required to take a course in the practical arts; but, the advance offerings in this area are very limited. During our visitation with students, they expressed a desire for courses which would better prepare them to go directly to employment. The present curriculum has no department which is providing terminal education.

At many schools, the curriculum not only is not responsive to student needs, but it falls far short of even the most basic standards of an adequate level for meaningful learning at the high school level. The following is a brief description of the mathematics program at the Stewart School:

> The mathematics program provides a good example. The first course for "high school" students teaches addition and subtraction. The second-level course deals with all four basic operations plus fractions. The next course is concerned with proportions for simple algebra, while the top course is finally algebra.

A lack of sufficient materials, generally the result of an inadequate budget, does not release teachers from their responsibilities for teaching. Even worse, it provides little in the way of enrichment sometimes necessary to spark enthusiasm for learning. Many times the barest libraries and classrooms were evident to evaluators. The overall curriculum was referred to in the Chilocco report:

> This report on Chilocco can very easily be summed up as follows: The program at the Chilocco Indian School is inadequate in every respect. There are of course some competent and well-meaning faculty in staff of the school, who are trying to do the best they can with the resources which are available to them. But even a good teacher has too many students in a class and inadequate equipment with which to work.

Most of the schools have access to funds under title I of the Elementary and Secondary Education Act to develop special programs for the disadvantaged students. Under title II, funds are given to the BIA for school libraries and textbooks. It is distressing to note that so many schools cite budgetary problems as reasons for providing thoroughly outdated textbooks, and for totally lacking supplementary teaching materials. It is no wonder that most students "graduate" 2 to 3 years behind their grade level in achievement.

The main problem associated with both the teaching and guidance personnel is that they are infrequently selected on the basis of the job to be done. They are often "old line" bureaucrats who have been employed by the Federal school system for a number of years. They are not knowledgeable on the new innovative techniques, and in fact are often hostile to new ideas.

The situation is further complicated by the fact that staff is not adequately trained to fit the needs of the students. The needs themselves, as discussed at length in this introduction, are complex and [illegible]. In the report on the Flandreau and Pierre schools, these observations are made:

> Staffing patterns should be adjusted to needs of the pupils. If the schools continue to be operated for children in trouble of one kind or another, the proportion of [illegible] capable of remedial instruction, social welfare, guidance, counseling, analysis, and recreation should be [illegible]. These services are vitally needed now and there is probably no circumstance of redefinement of the schools' mission which should not include at least a modest increase in these kinds of personnel.

The dormitory staff is also inadequate both in terms of numbers and experience. A summary of the Seneca evaluation discusses the problem:

> The boarding school staff is almost entirely Indian, with the median age in the forties; many of them have attended boarding school or have spent all or most of their working lives in [illegible] schools. Their approach to dealing with [illegible] be, appears to be based on this background.

One of the results of the problems in curriculum [illegible] overall nature of the program provided to the [illegible] enters the school and, after a period of time, graduates, and [illegible] the interim is merely "marking time." The Stewart [illegible] summarizes the process at all too many of the schools:

> A rapid survey of the institute produces the impression of a rigid, uncompromising, bureaucratic, authoritarian, [illegible] tive feudal barony in which students are "handled" or [illegible] rather than educated.

MENTAL HEALTH

Problems associated with the mental health of the [illegible] referred to frequently throughout this introduction. [illegible] administration, curriculum, and personnel are severe problems [illegible] the mental health of the individual is [illegible] of the subcommittee has been that solutions to and attempts at solutions to the mental health problems of the students have [illegible] been ignored. The depth and nature of the problem is evident when one considers the statistics of students with special social and emotional problems: At the Albuquerque Indian School, 50 percent of the students were enrolled under the social criteria established by the BIA; at Busby, 88 percent of the students were enrolled for social reasons; at Chilocco, 75 percent; at Flandreau, 90 percent; at Stewart, 80 percent. The Bureau further estimates that 25 percent of the youth enrolled in all of the off-reservation boarding schools are dropouts from public schools.

In the report on the Chilocco School, the problems [illegible]

(10) *The residential program: One is provided for students for the hours they are not in classes or studying*

The document in Appendix B prepared by Mr. Quentin S. Jones, Education Specialist (Student Activities), indicates a number of extracurricular activities available for students.

At the student council meeting we attended the students were preparing for a number of different extracurricular activities. The advisors permitted the students to conduct their own meeting and it was a very well-run session. Clearly, the students both by their actions and by their discussions were learning how to accept responsibility.

In addition, some of the students are given permission to stay overnight in Anglo homes in the community as well as inviting friends to stay overnight in the dormitory. Some field trips are provided for students and overnight sessions are sometimes arranged when commitments can be obtained from other BIA schools.

Many students indicated they watched television and attended some of the movies. Many suggested that the biggest difficulty with extracurricular activities was the problem of finding time to participate. Students are programed for most of the hours during the day and evening. Only about an hour or an hour and a half (according to students) was considered "free time."

The summary, which establishes a resume of answers to a questionnaire that was completed by students in grades 10–12, also provides some interesting feedback on this criterion.

9. STUDENT SELECTION

(1) *Breakdown by current enrollment by tribe and reservation*

Although most of the students come from the "Big Navajo," 177 students come from other tribes. Approximately 30% of the students admitted to the Albuquerque Indian School are admitted on the basis of educational criteria while the remainder of the 744 students are admitted on the basis of welfare and social criteria. Three hundred and twenty-two students are involved in the "Bordertown" program—this is a contractual arrangement with the Albuquerque Public Schools.

Specific breakdown of the student enrollment figures is included in Appendix C.

(2) *Who makes the decision regarding placement of the students? (See Appendix D, Eligibility for Admission.) We would like a breakdown of current students and any comments you can solicit regarding the method and effect of this "selection" process*

The selection process is usually determined by representatives in the field, i.e., if the representatives in the field suggest "Bordertown" schools, these students are placed in the "Bordertown" program. If the representatives in the field recommend the "Regular" program, the students are placed in the regular program. Theoretically, at least, the students who are in the Bordertown program are those students who have met grade placement achievement levels. (Although the students probably could not attend Albuquerque Public Schools for such reasons as low grades or age, they do not seem to feel ethnically discriminated against.) Although this process is probably relatively accurate, a number of "mistakes" are made in the placement determination of programs most appropriate for students. Administrators and students confirm this statement.

Many of the teachers at the school indicated "we receive the students when nobody else can handle them." Although this may be true from many different perspectives, this type of attitude, in the opinion of the visiting team, has a tendency to help establish "self fulfilling hypotheses." Indeed, some of the teachers believe they have students who cannot learn and who are mentally maladjusted. Some other staff members believe the problem is far less than that expressed by others and that "things out there aren't nearly as bad as some people see them when compared with students in the public schools."

(3) *Parental involvement and selection of students*

In a number of discussions with teachers, students, counselors, and administrators, it became quite apparent that students have relatively little involvement in the selection of courses. Students indicated courses were assigned by the principal. Perhaps many parents would not be prepared to help students make course selections, but apparently the possibility of doing this is not a viable alternative.

One committee member interviewed a few parents and one student living on the reservation. In the case of the selection process, the children themselves seem to select the school almost exclusively. Only in one case did the mother actually have the dominant choice in choosing Albuquerque Indian School versus the Phoenix Indian School. The selection process seems as follows, according to the interviewees above: The child decides that he or she would like to go to school in a border-town area. The child talks to his parents and the parents give the child their consent. The child then goes to the local BIA official, usually the superintendent of the local BIA school, who then arranges for the child to be placed at the Albuquerque Indian School. All parents interviewed indicated that the selection was not their choice to be made. It was up to the child and the parents really had very little to say about it because they themselves were not going to go to that particular school.

The BIA pays for the children's transportation to Albuquerque in the fall and back to their homes in the spring. All other home visits are paid for by the parents, including weekend visits, holiday visits, etc. Some parents are able to pay for their children's transportation and some are not. Consequently, some children do go home much more often than others. Parents whose income is less than adequate many times find the means to go to the Albuquerque Indian School themselves; thus, the parents go over to the school to visit the children in some cases more often than the children come home to visit the parents.

The question was asked how the parents voiced complaints about what is going on either in the school or in the dormitories. The parents were evenly divided on this particular question. Half of the parents indicated that they had nothing to say about what went on at the school or at the dormitory. They felt that if the problem or problems became too great, the child would communicate this to them and the child would then ask to be removed from that school. They would come to get the child, and the child would be placed in another school, in three cases a public school.

The other half of the parents interviewed said that if there were a problem of any type, they themselves would definitely go to the school to see what the problem was, to talk with their children, and to the teachers and counselors. For example, one girl was having difficulty at school. This was communicated to the parent through a telephone call. The parent, who is not wealthy at all, went to the school to talk to the teachers and counselors and her girl. She was told that her girl was "bad" and that the girls with whom she was associating were exerting a negative influence on her. The parent talked to her girl and felt that the problem was somewhat straightened out. She was questioned as to why the girl was bad or why the girls with whom she was socializing were exerting a negative influence. She didn't know.

It was explained at the school that committees according to various tribal groups are set up to handle complaints. One person is chosen from an area and that person goes to the school officials with the parent. According to the information received in the interviews, this particular means of voicing complaints is completely bypassed. If there are complaints, the parents go directly to the school and speak directly with the people involved.

Although the United Pueblo Agency is located on campus, many of the Navajo students with whom we talked indicated that they had not met any of the representatives and probably would not go to them even if help on a problem were needed.

(4) *Student involvement in selection of school*

Students apparently participate in the selection of the type of program in which they will be involved when they meet with the various field representatives. Four students with whom we talked had not received assistance from counselors on the selection of courses—perhaps because there are few electives available—although six other students with whom we talked received close and personal attention in the process of selecting courses.

In a discussion with one student who had been in school since September, th student indicated she did not know it was possible for her to go home during Thanksgiving vacation. Apparently notices are mailed to the parents indicating the procedure for getting students released to come home during vacations. Some parents may not be able to read the letters written in English, and unless they can find someone to interpret the letter, they are unaware of the vacation procedures. The latitude a student has at the school is dependent upon how quickly he is able to adjust to the system.

The parents do not receive any publications about the Albuquerque Indian School, or in the case of bordertown students, about the school in which the children are placed. They receive no information about the dormitories or other living conditions. What information they do receive seems to come exclusively from the children themselves. All parents indicated a definite interest in knowing where their children were, what kind of living conditions they were in, what kind of schools they were going to, and so forth. They were asked if they received any pictures or things of this sort. None were received. All of them stated that they would like to know more about the school and the dormitory life, and all felt that this would be a much better situation.

None of the parents were aware of their child's curriculum except possibly through letters sent home by the children. They had no voice in what courses the child took in school, perhaps because all of them felt that this was an individual responsibility of their child or children in school, and it was the responsibility of the school itself to decide what the curriculum was. None of them felt that it was their own personal responsibility to decide what their child's [illegible]

When asked if she felt that her child was learning responsibility at the Albuquerque Indian School, one mother [illegible] in favor of the responsibility that she felt her child was learning. She cited such examples as, "My child now knows how to wash big windows and little windows; she knows how to make her bed; she [illegible] how to prepare material for sewing, and so forth." The question [illegible] as to whether the child would learn this at home, and the mother felt that these skills should be taught at school as she was working and didn't have time to teach her children at home in an adequate manner. Another person, asked the same question, felt that one of her daughters showed responsibility innately and consequently was learning some responsibility at Albuquerque Indian School. Her other daughter, she felt, was not necessarily attuned to responsibility and probably wouldn't learn it anywhere.

In all cases, those parents whose children were [illegible] town program said that their children definitely liked the [illegible] which they were attending. The children [illegible] courses which they took or were taking, there was a large amount of equipment for the children to use, and there [illegible] them to attend and clubs for them to join if they [illegible]. The parent definitely felt that her child was receiving a much better education because of the urban environment in which the child was located than the child would if she attended a school on the reservation. The strongest complaint was that the dormitories were too crowded. Those students attending the dormitory and participating in the bordertown program did not like the dormitory situation at all. One bordertown student who was interviewed complained about the regulations [illegible]

There seemed to be ambivalence about the opportunity of placing students in private homes to avoid the crowded [illegible]. One parent felt that she might be in favor of this if she [illegible] something about the family, but since there seemed to be [illegible] tion with the school, at this time she would not [illegible] consent to her child being placed in a private home. However, she felt that the idea would be a good way to avoid the crowded dormitory situation. The student interviewed had no knowledge that this was possible. She felt that it was impossible, in fact. Several other parents felt that the school could do a better job of providing adequate living conditions than could a private home because again the parents wouldn't know with whom their child was being placed, and consequently bad influences could be exerted upon the child without their knowledge. One parent who had attended a bordertown school herself for seven years, five of which she remarked were quite [illegible] because she learned how not to be lonely the first two years, felt that the dormitories were not crowded and that her child would have no [illegible] about this particular issue at all.

In summary, the parents seemed quite interested in their children's school life and dormitory life, and would like to receive more information about this. It is strongly recommended that more communication be set up between parents and school. The parents at present do not seem to have a sense of involvement with the school and their children.

(5) *The counseling and guidance program*

(a) *Number of counselors*

There are two major types of counselors, the regular school counselors and the other group that live in the dormitories. Although the counselor-student ratio is much better than most schools around the United States, the teachers and administrators indicate that the problems of social and mental adjustment are greatly increased in the school, comparatively, and additional counselors are needed.

The parents were very impressed with the fact that the children had a dormitory tutor to help them in their studies. They felt that the counseling program was not sufficient. One parent had received communication from her child that she simply didn't get a chance to see the counselor often enough, the counselor in this case being Mr. Jones. The bordertown student interviewed definitely concurred with this. She liked the idea of being able to talk to Mr. Jones and felt that this benefited her a great deal. She said that other personnel were available for her to talk to, but she didn't seem to relate to one individual in particular.

Most of the faculty members believe the new director of guidance and counseling will offer a great deal of assistance to the faculty members and students. He identified as being one of the most crucial problems the matter of "communication," as communication relates to attitudinal understanding of one's self and one's fellowman. The program which is being initiated, under the auspices of the Superintendent, is an interesting one which should result in greater "cultural awareness and sensitivity on the part of teachers."

Some of the Indian teachers at the school indicated that the "cultural" course of study is essential. It is quite necessary, they believe, because many of the teachers who have been around for quite some time believe "there isn't anything I don't already know about teaching Indians," while some of the other teachers believe a stronger "military-type" organization must be established in order to obtain greater disciplinary control over the students. The counseling program, then, in the opinion of the committee, should be directed both at students and the faculty members.

(b) *Counselor qualifications*

Although we failed to ask specific information about this question, we would surmise that because the school is accredited by the State of New Mexico all school counselors meet certification requirements.

(c) *Effectiveness of programs*

Most of the faculty members and students would agree that the

greater communication is necessary between the guidance and counseling office and the students and teachers; greater attention is needed for those students who have social adjustment problems; greater effort is needed to develop new diagnostic instruments for identifying learning difficulties and greater assistance is needed in helping teachers interpret test results for implementation of functional programs.

(d) *What special assistance is available for students with emotional or psychological problems?*

The answer to this question has been covered in a variety of ways in other statements earlier in the report.

(6) *School-community relationships. Availability to students and participation by them in the community [illegible]*

Students participate in a number of community programs at the request of their service organizations, schools, and other community groups. Some students have friends in the community whose homes they visit.

Most students indicated that they spent most time on campus, however, as they found this to be the place where their friends stayed and where they had a sense of "belonging."

When asked about "narcotics" or "drinking" problems, the committee was told that there are no narcotic difficulties and only the typical number of drinking problems. The students, however, apparently feel that the drinking problem is somewhat greater than the faculty believes.

(7) *Relationships of school and other educational institutions and employment centers in the area*

The Albuquerque Indian School has a contract with the Albuquerque Public Schools for the education of some 321 students in the bordertown program and very close communication is established between the schools involved in this program and the Albuquerque Indian School. Currently, four senior high schools, four junior high schools and one elementary school are participating in the contractual arrangement. This is an effort to eliminate the possibility of segregation if all the Indian students attended one school.

As far as the University of New Mexico is concerned, however, there are no student teachers from the University who teach at the Albuquerque Indian School. We have been unable to determine from the University or from the officials at the Albuquerque Indian School the reason for this.

The brevity of our visit also failed to bring us definitive answers about the relationship with employment centers in the area. In discussions with students, however, most indicated that they did not work during the school year although some did hold jobs. Most indicated that they work on the reservation or in an area near the reservation during the summer months. Two students did indicate it was possible to live in the dormitories at the Albuquerque Indian School during the summer months if employment were available in Albuquerque and if they would pay room and board.

(8) *The physical plan. Physical condition or dormitory quarters and classrooms*

All physical spaces, excluding the new portable classrooms and one of the administrative wings, were in strong need of maintenance and, according to the staff members, it was likely that some of the buildings would soon be condemned. We must commend, though, the teachers in the classrooms who were making every effort to keep the environment of the classroom bright and cheerful. Classrooms were clean and attractive. The restrooms, though, and some other parts of the building were clearly not receiving some of the attention needed as evidenced by profane language and other obscene pictures drawn on surface of walls—and these have apparently been there for quite some time.

IN SUMMARY

Questionnaires were completed by both faculty members and students. We believe the questionnaires as summarized on the following pages provide the reader with an interesting analysis of the situation at the AIS. Only those comments that reflected a general profile have been included in this summary; all questionnaires, however, were forwarded with this report.

7. Should courses be added to the curriculum? 24 yes, 8 no. If your answer was "Yes" please indicate what courses should be added.

Manners-Behavior for boys
Business courses
Spanish
Psychology
English
Math
Government
Sociology
Public Speaking
Vocal Music
Home Ec. for boys
Indian History
Arts and Crafts (jewelry, weaving)
Civics
Economics

8. Do you have enough time to plan for your classes?

Always	3	Seldom	3
Usually	13	Never	1
Average	9	On own time	2

9. Are your materials (textbooks, etc.) up to date?

Always	10	Behind	1
Usually	15	Very out dated	0
Average	8		

10. Do you feel your ideas for improvement are accepted by the administration?

Always	3	Seldom	4
Usually	9	Never	7
Sometimes	10		

Feel free to make additional comments on the back of this paper.

Please complete the following questions checking the answer that most represents your evaluation. (Do not sign your name.)

1. Do you have the opportunity to take the courses in school you wish to take?

All the time	39	Very seldom	37
Usually	80	Not at all	12
Some of the time	80		

2. Do your teachers, as they teach class,

Lecture all the time?	32	Seldom lecture?	61
Lecture more than 75% of the time?	80	Not lecture at all?	7
Lecture 50% of the time?	78		

3. When you use the library, do you find

More materials than necessary?	25	Seldom find enough materials?	[illegible]
Usually find enough materials?	60	Never find enough materials?	[illegible]
Sometimes do, Sometimes don't find enough materials?	113		

4. Do you feel that you are permitted to participate in [illegible] activities at the school?

Always	20	Very seldom	[illegible]
Usually	69	Not at all	[illegible]
Some of the time	74		

5. What are the three best things that you like about school?

Activities	32	Left alone	[illegible]
Free education	17	Miscellaneous	[illegible]
Teachers and classes	12		

6. What the three things you most dislike about school?

Class periods too long	25	Restrictions	[illegible]
Dining Hall (bad menus, crowding and lunch period too short)	42	Bad Morale [illegible]	[illegible]

7. Do you receive individual attention from your teachers?

Always	9	Seldom	[illegible]
Usually	21	Never	[illegible]
Some of the time	30		

8. Are there courses not offered at school that you would like? List them.

None	23	Shorthand	[illegible]
Additional Sports in P. E. (swimming, boxing, judo, etc.)	27	Bookkeeping	[illegible]
		Spanish	[illegible]

9. Which courses do you like most and dislike most?

Like most:		Dislike most:	
English	74	None	[illegible]
Math	7	Math	[illegible]
Home Ec	12	History	[illegible]
P. E.	18	English	[illegible]
History	13	Science	[illegible]
Band	16		
Science	20		
Typing	16		

10. How do you feel about your school?[1]

Greatest	6	Below average	8
Pretty good	31	Worse	[illegible]
Average	24		

[1] Answers to questions 8-10 were 78 questionnaires.

APPENDIX

MAJOR GOALS OF THE DIVISION OF EDUCATION

BUREAU OF INDIAN AFFAIRS

(1) To improve the health of students.

(2) To improve the curriculum and schools.

(3) To expand vocational and technical education programs.

(4) To extend education for children at both ends of the spectrum by providing kindergartens as rapidly as possible and, at the same time, making junior college, and full college education freely available to greater number of students.

(5) To reduce class size by providing more classrooms, more teachers, and more teacher aids and para-professionals to help teachers.

(6) To imbue the entire Bureau school system with an increased respect for American Indian history and culture.

(7) To extend Pupil Personnel Services to all students.

CHARLES ZELLERS,
Assistant Commissioner (Education).

ALBUQUERQUE AREA PHILOSOPHY OF EDUCATION

The task of Education is to help provide the opportunity for every child:

To develop and to maintain sound health in body and in mind.

To maintain pride in his heritage and to have respect for that certain body of tradition his people value enough to preserve from generation to generation.

To develop and to practice a code of moral ethics acceptable to himself and to the society in which he lives.

To acquire such social skills as will contribute to the prudent use of leisure, to contentment, and to the ability to function effectively with others socially or at work.

To learn the art of straight thinking, to recognize a problem when he meets one, and how to attack it in order to arrive at the most satisfactory solution possible.

To develop a scientific, inquiring mind which will lead to continuous growth and learning.

To develop to the limit his intellectual and creative ability, the end result being a self-supporting, self-respecting, contributing citizen who can participate in the national life equally with his fellowman.

In summary, the philosophy is to develop each personality to its full stature and maturity, and to equip each individual with the abilities, skills, and understandings which will permit him to live harmoniously, productively, and happily in a changing democratic society.

A MODERN PHILOSOPHY FOR INDIAN EDUCATION

BASIC PREMISE

1. Growing acknowledgment of the need for education among the tribes.

2. The apparent willingness on the part of the [illegible] their ethnic linguistic, political, economic, and social [illegible] those of the predominating culture.

3. Increasing realistic awareness of the political, material, and scientific world.

4. The problem of population growth is common to all tribes; its concomitant social, economic, health, and moral questions need resolving.

The above basic premise presents a challenge to education. There is an apparent need perhaps for outlining a new [illegible] will facilitate this transitional integration. The Indian [illegible] diverse, ethnic cultures, find a parallel in the Middle East where [illegible] million people are endeavoring to establish [illegible] community.

PHILOSOPHY

The educational base should be broadened to make education the meeting place of all cultures, where the following could be effectively consummated.

1. Understanding and emphasis on similarities rather than differences.

2. To broaden attainable horizons, specifically as well as generally.

3. To give them the skills, technology to equip them for full realization of potentials.

4. To study moral values to integrate ethnic [illegible] respect.

5. To understand and evaluate urban and rural living in the modern world, particularly in relation to [illegible] citizenship.

Samuel [illegible]
Principal

1. Number of Indian students enrolled:

Bordertown program (Navajos)	[illegible]
Regular program (Navajos)	244
Regular program (Other Tribes)	117
Total Navajos	[illegible]
Total Enrollment	[illegible]

2. A tribal breakdown and reservations from which the students come:

Acoma Pueblo	13	Santa Clara Pueblo	1
Isleta Pueblo	3	Santo Domingo Pueblo	20
Jemez Pueblo	3	Taos Pueblo	12
Laguna Pueblo	7	Zia Pueblo	1
Picuris Pueblo	2	Jicarilla Apache	7
San Felipe Pueblo	14	Mescalero Apache	66
San Juan Pueblo	1	Ute	13
Santa Ana Pueblo	1	Zuni	13

Other Tribes—Total Enrollment—(All under the Albuquerque Area) 177

3. Reasons for enrollment in the school:

(a) Educational criteria (other tribes)	6
(b) Welfare and social case (other tribes)	171
Total	177
(a) Educational (Navajos)	529
(b) Welfare (Navajos)	38
Total	567

Eligibility for Admission.—Children otherwise eligible who meet one or more of the criteria listed below may be admitted to Federal boarding schools:

A. Education criteria

(1) Those for whom a public or Federal day school is not available. Walking distance to school or bus transportation is defined as one mile for elementary children and 1½ miles for high school.

(2) Those who need special vocational or preparatory courses, not available to them locally, to fit them for gainful employment. Eligibility under this criterion is limited to students of high school grades 9 through 12.

(3) Those retarded scholastically three or more years or those having pronounced bilingual difficulties, for whom no provision is made in available schools.

B. Social criteria

(1) Those who are rejected or neglected for whom no suitable plan can be made.

(2) Those who belong to large families with no suitable home and whose separation from each other is undesirable.

(3) Those whose behavior problems are too difficult for solution by their families or through existing community facilities and who can benefit from the controlled environment of a boarding school without harming other children.

(4) Those whose health or proper care is jeopardized by illness of other members of the household.

B. Busby Boarding School, Busby, Montana

1. EVALUATION OF BUREAU OF INDIAN AFFAIRS BOARDING SCHOOL, BUSBY, MONT., BY DR. ARTHUR L. McDONALD AND DR. WILLIAM D. BLISS

MONTANA STATE UNIVERSITY,
Bozeman, Mont., January [illegible]

Senator EDWARD M. KENNEDY,
Chairman, Special Subcommittee on Indian Education,
Senate Office Building,
Washington, D.C.

DEAR MR. CHAIRMAN: As I am uncertain about a proper format for this report, I will allow myself to be somewhat informal and trust that you will incorporate this material into your report in any way that is most appropriate and helpful.

To take up one at a time, the points raised in your letter to me dated December 4, 1968; with regard to the availability of reliable information and/or data on the educational problems and performance of Indian students and the schools they attend in Montana, it appears that there is practically none. I am sure that this is not literally true; I am still firm in the faith that there must have been some M.A., Ph. D. or D. Ed. papers done on this problem in Montana but we have not come upon them in the brief time available to us. [illegible], the situation will be different; there are master's degree studies being conducted now on the Crow reservation by Montana State University students (about which I shall say more later) and there are several other data collection programs underway in the State but none completed and published that we have found out about. A cynic would be tempted to say that the interest of Montanans in Montana Indian education has exhibited a remarkably high correlation with the availability of Federal money to study the problem, and the availability of Federal funds is of too recent origin for our new found interest in the plight of the red man to have borne fruit.

With regard to point 2 of your letter, I have called the Reverend Auer in order to find out whether he is going to provide you with what you need but have so far been unable to reach him.

As to the third point, Dr. Arthur L. McDonald of the university and myself visited the Busby School on December [illegible]. We spoke at considerable length with the Bureau of Indian Affairs Supervisor of Educational Programs, Mr. Weston; the Busby High School principal, Mr. A. P. Chinn; the Busby Elementary School principal, Mr. Dave Doyle; and with the heads of the boys and girls dormitories respectively, Mr. Sheehan and Mrs. Shurig. Among other things which became apparent during our discussions with the above individuals was the fact that an accurate and complete picture of the situation at the Busby School was not to be developed in 2 days; perhaps in 2 weeks, certainly in 2 months, but not conceivably in 2 days.

The key man in the educational situation was pleasant, patient, outwardly cooperative, and totally unhelpful. He denied the existence of information which we later found to be immediately available in the school files; he denied the availability in usable form of any of the factual type of information which we requested; he denied the existence of anything that could be called a critical or significant problem in the operation of the school. His attitude made it apparent that it would be necessary for us to go through the school files drawer by drawer in order to obtain "hard" data; the attached report, therefore, is primarily based on our extensive discussions with the above-named individuals, briefer discussions with teachers, students, and aides, and our own observations.

Concerning point 4: We have asked Dr. Elnora Wright of the faculty of College of Education of Montana State University, who is administering a program of developmental testing of Indian and non-Indian pupils on and near the Crow reservation in southern Montana to prepare a statement based on her work and her observations. We also requested statements from two people we knew to be very interested in the problems of Montana Indian education, the superintendent of schools for Big Horn County (which contains the major portion of the Crow and Northern Cheyenne reservations), Mr. E. W. Hubley, and the Big Horn County representative to the State legislature, Mr. E. W. Christensen. Neither felt that he could provide a written statement but we interviewed both of them, Mr. Hubley very extensively and Mr. Christensen somewhat less so, and we include, as attachments, summaries of the points of view, conclusions, and recommendations of each of these men.

We received a number of very clear impressions ourselves as a result of our 2 days of interviews and discussions in the Busby-Hardin area, our conversations with people in the State who have been concerned in one way or another with Indian programs and our examination of available documentation of Indian education programs and problems in Montana. These overall impressions of ours are as follows:

1. The Busby School is relatively ordinary in every respect. It is not doing a particularly good job of educating its pupils, but then neither is its public school counterpart at Hardin just off the reservation. It is not doing any kind of a job of rehabilitating the misfit children in its boarding school program; but then it was not designed, funded or staffed as a mental health clinic. The Busby School, both day and boarding, seems to be operating primarily as a custodial institution, designed and functioning to give Indian children something apparently relevant to do until they are 18 years old while creating a minimum of strain and anxiety for all concerned—pupils, parents and staff. In the light of our third comment, below, this does not seem to us to be either unrealistic or unfair under present circumstances.

2. Working to get an education represents at least two very important things to an Indian pupil. First, it represents an investment of faith in the white man—"a white man's education will lead to a better life." Unless the Indian pupil does believe that, there is no point in his making an effort in school; however, not only does an Indian have 400 years of precedence for the considered opinion that faith in the white [illegible] in general, he has the evidence of each class grad-

this particular instance. (*With too few exceptions, the Indian with a high school education is no better off than the Indian without one.*) Second, working for an education represents an acceptance of white culture and values; but many, perhaps most, Indian children are not interested in "becoming white," and most Indian parents are not interested in that, either. So it seems to us that there are very powerful, rational motives operating in the direction of encouraging Indian pupils to not attempt to achieve in school. This leads us to our third overall impression, which is:

3. The problem of Indian education is not an educational problem. It is first of all a political and economic problem and then perhaps an educational problem. If it becomes the case that in a substantial majority of cases the achievement of an education does make for a better way of life for an Indian then the motivation of the Indian pupil and of his parents may change or may at least become changeable. Until there is something sensible for an educated Indian to do, however, there is nothing sensible about becoming an educated Indian.

If there is any way in which we can be of further assistance, please let us know.

It has been a pleasure and a privilege to be of service to the subcommittee.

Sincerely,

ARTHUR L. McDONALD, Ph. D.

Associate Professor and Head, Department of Psychology, Montana State University.

WILLIAM D. BLISS, Ph. D.

Associate Professor, Department of Psychology, Montana State University.

Attachment.

GENERAL OUTLINE FOR EVALUATION OF BUREAU OF INDIAN AFFAIRS BOARDING SCHOOLS

A. THE STUDENT POPULATION

1. Current enrollment by tribe and State.
2. Criteria for enrollment or basis for student selection.
   (*a*) Part played by governmental officials in determining student enrollment.
   (*b*) Part played by parents, students, and community in determining school enrollment.
   (*c*) Educational history of student (representative sample).
3. Student expectations.
   (*a*) Educational goals and abilities of students enrolled.
   (*b*) How does student expect to benefit from boarding school attendance.
   (*c*) How does student view his role on the reservation or larger community as a result of his school experience.

B. THE EDUCATIONAL PROGRAM

1. Goals and philosophy of the school.
2. The school program and curricula

(*a*) Academic and/or vocational (how is it organized).
(*b*) Relevancy and adequacy of program to student needs and expectations.
(*c*) Does program include any courses on Indian culture.
3. *Qualifications of teaching and academic staff.*
(*a*) Training and accreditation.
(*b*) Age and length of service with BIA and with present school.
(*c*) Racial composition of staff.
4. Accreditation of the school.

C. THE COUNSELLING AND GUIDANCE PROGRAM

1. Availability of services.
2. Number and qualifications of councilors.
3. Philosophy of school re psychological services.
4. Any measures of effectiveness of available services.
5. Student attitude towards program—how are students regulated and disciplined.
6. Adequacy of student records.
7. Adequacy of the dormitory program.
(*a*) What is the ratio of instructional aids to students.
(*b*) Dormitory environment and practices (educational and general).
(*c*) Background, training and role of instructional aides and other dormitory personnel.

D. EDUCATIONAL PERFORMANCE

1. Academic criteria.
(*a*) Drop-out rates.
(*b*) Achievement test results.
(*c*) Grades and social promotion.
(*d*) Attendance.
(*e*) English language proficiency.
(*f*) Follow-up data.
1. Number of students who go on to some form of higher education.
2. Success of students in higher education.
3. Number of students employed after graduation.
4. Success of students employed after graduation.
(*g*) Adequacy of school records.
2. Psychological/emotional criteria.
(*a*) Truency and arrest rates.
(*b*) Drinking and drug problems.
(*c*) Other emotional or behavioral problems.
(*d*) Data or observations re student self-image, or confidence concepts, self-understanding, leadership capabilities, motivation.
(*e*) Data on students expelled for emotional or behaviorial problems.

E. FACTORS AFFECTING EDUCATIONAL PERFORMANCE

1. School-community relationships.
(*a*) Participation of students in community activities.
(*b*) Relationship of school with other educational institutions and employment centers in area.
(*c*) School participation in local OEO programs.
(*d*) Effects of social controls on students both on and off campus.
(*e*) Part-time employment opportunities in area.
2. School-Reservation Relationships.
(*a*) How often do students return home during school year.
(*b*) What provisions are made for summer months.
(*c*) What contacts does school maintain with reservations and parents.
3. Parental involvement with and participation in school operations.
4. Relevancy of school goals and curriculum to the cultural background, needs and aspirations of the student population.
5. Adequacy and availability of text books and [illegible]
6. Discrimination in the community or within the school.
7. Teacher and school personnel training and attitudes toward the students.
8. Self-image of the student toward his role in the school and in the larger community.
9. Health, housing, economic factors affecting student performance.

F. THE PHYSICAL PLANT

1. The physical condition of classrooms and dormitory quarters.
2. Size and adequacy of library.
3. Recreational facilities.
4. Adequacy of shops and labs.
5. General evaluation in terms of student's educational, physical, and emotional needs.

G. RECOMMENDATIONS

ATTACHMENT No. 1

EVALUATION OF BUREAU OF INDIAN AFFAIRS BOARDING SCHOOL, BUSBY, MONT.

EVALUATION TEAM

Dr. Arthur L. McDonald. Dr. McDonald is associate professor and head, Department of Psychology, Montana State University, Bozeman, Mont. He is exceptionally knowledgeable concerning Indian culture and reservation education, having been raised on the Pine Ridge reservation in South Dakota, attended a Bureau of Indian Affairs boarding school, and made a special study of the development and destruction of Plains Indian culture. He is a member of the Oglala Sioux Tribe, and received his doctorate in psychology from the University of South Dakota.

Dr. William D. Bliss. Dr. Bliss is associate professor of psychology at Montana State University, Bozeman, Mont. He has had [illegible] years of experience in clinical and experimental psychology with [illegible]

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[illegible] was engaged in the development of programs to improve the schools of rural Hillsborough County, Fla., and to expand the educational opportunities of the citizens of rural (primarily Negro) Hillsborough County, Fla.

EVALUATION SUMMARY

A. Student Population.

1. Current enrollment.—300 students: 100 boarding, 200 day students. The day students are all Northern Cheyenne. Of the 100 boarding students, the breakdown is approximately: 10 Blackfoot, 6 Flathead, 6 Rocky Boy's (Chippewa-Cree), 6 Fort Belknap (Gros Ventre-Assiniboine), 10 Fort Peck (Sioux-Assiniboine), 2 Crow, 10 Wind River (Shoshone-Arapahoe). All but the Wind River are Montana reservations—Wind River is in Wyoming.

2. Criteria for enrollment.—Attendance at the day school is a matter of free choice on the part of each student. Admission to the boarding school is decided by the BIA educational program supervisor, Mr. Weston. According to him, 98 percent of the boarding students are there for "social" reasons—that is, either their home is "unsuitable" or they have shown "delinquent tendencies." The other 2 percent are there for health reasons (e.g., tuberculosis in the immediate family); 75 percent of the requests for admission are parent-originated, 25 percent government-originated (e.g., by a caseworker). All candidates for admission are "worked up" by a social caseworker and a file prepared which is used by Weston to make his admission decision.

3. Student expectations.

(*a*) Students want to go beyond high school. This is an unrealistic goal in at least 90 percent of cases.

(*b*) He doesn't expect to.

(*c*) He doesn't think about it.

B. Educational Program

1. The stated goals and philosophy of the school are the standard highflown academic hogwash—same as every other place from Harvard to your local reform school. The actual goals and philosophy, in our opinion, are to function as an undemanding, benevolent, big-daddy-type custodial institution to keep the kids out of trouble until they are old enough to get married and produce their own hostages to fortune.

2. School program.

(*a*) The program is primarily academic (college preparatory). It consists of the minimum number and types of courses required for entrance into the Montana State University system. Nonacademic courses are available in shop work (2 years) and home economics (2 years). A commercial course is being introduced this year.

(*b*) The program has practically no relevancy to any student needs. The commercial course may prove useful and relevant—it is too soon to say.

(*c*) No.

3. Staff qualifications.

(*a*) All teaching staff have a minimum of a B.S. with a major

(*b*) Average length of BIA service of administ[illegible] years. Average length of service of teaching staff, less than 5 years." The educational program administrator (Weston) has been at Busby 1 year, the high school principal less than 1 year, the elementary school principal 1½ years. Of a teaching staff of 20, the turnover was 25 percent in 1967–68 (2 quit, 3 fired) and 90 percent in 1966–67.

(*c*) The staff includes two Indian teachers, one Negro and one Indian supervisory teacher. Remainder are WASPS.

4. Busby school is accredited in Montana but on a "Warning" status. According to Mr. Weston, this is because some of the teachers have not had certain specific courses required for Montana certification.

C. Counciling and Guidance

1. Availability:

Once each week a clinical psychologist from Hardin [illegible] drives over and conducts a therapy session with a group of 8 to 10 boarding students. This group therapy is of recent origin and is available this year only because this particular psychologist, on the faculty of an eastern university, is on leave working on a grant having to do with Indian mental health.

Once every 2 weeks a Public Health Service psychologist or psychiatrist (the school authorities didn't know which he was) spends a day at the school, testing selected cases and discussing students behavior problems with the staff.

A Public Health Service physician is at the school 2 days per week—the staff reports that he "likes to council students."

The high school principal, Mr. Chinn, also [illegible] a councilor, reporting that he does quite a bit of it.

2. Councilors:

The Public Health Service psychologist or psychiatrist, [illegible] he is, is presumably a qualified councilor—he does not, however, appear to do any counciling.

The two people in charge of the dormitories, Mr. [illegible] and Mr. Shurig, are officially listed as councilors and are said to have both had graduate work in counciling and guidance; neither of them claim to do any effective counciling, being preoccupied with their administrative and disciplinary role.

There is a tribal youth councilor, who is described as "really a recreational program organizer."

There is a tribal educational coordinator, who attempts to sell the virtues of education to Indian parents.

The clinical psychologist who conducts the therapy group is [illegible] by the Public Health Service, and so presumably is qualified.

No one else doing counciling has any training or qualifications for it, so far as we were able to determine.

3. The school believes that it needs one full-time, highly qualified, resident councilor to take care of its counciling needs.

4. None. Considering the recency of any formal counciling by an apparently qualified individual, it is hard to conceive of "measures of effectiveness."

5. Since there is no counciling "program," presumably there is no student attitude toward it. Students are regulated and disciplined in the usual ways by the usual authority figures—teacher, principals, dorm aides. Physical punishment is forbidden by regulation, but expulsion from the school, either day or boarding, is a "final alternative."

6. If Mr. Weston, the school head—"Educational programs administrator"—is to be believed, there is a file on each student—academic information in the case of day students, academic, behavioral, and social in the case of boarding students—but no useful information is contained therein. With respect to the adequacy of records of any kind, Mr. Weston's standard reply was: "We've never had money for record clerks, so we've never been able to put together that information."

7. Dormitory program.

(*a*) During the day, the ratio of instructional aides to students is 1:25; at night, it is 1:50.

(*b*) Unable to provide a satisfactory answer for this item. Physically, the dominant impression created by the dormitories was one of barren sterility—for example, no chairs in the dorm bedrooms, no books or magazines in evidence anywhere, recreational areas without any recreational facilities, and so forth. There were no study desks or study areas. However, an adequate answer to this item would require that an observer spend at least a week in residence as a participant observer. We were not able to do this.

(*c*) Instructional aides are all local Indians with at least a high school education. Their training consists of in-service workshops, one per week throughout the year. These workshops apparently consist of discussions among the aides, between the aides and various administrative personnel, and between the aides and various resource persons brought in from time to time, such as a visiting psychologist or psychiatrist, perhaps. A few of the instructional aides attend a Summer workshop of several days duration each year.

The roles of instructional aides are said to be, in apparent order of importance: Supervision, instruction in hygiene, direction of recreation, counciling.

D. Education performance

1. Academic criteria.

(*a*) Dropout rates:

In his responses to this item, Mr. Weston was at his slippery best. The only concrete figure we were able to obtain was his estimate that "we lose about 10 percent of the northern Cheyenne." This, if correct, is truly remarkable—by comparison, the loss rate in the public school system in Big Horn County, from the first through the 12th grade, both Indian and non-Indian, is 50 percent. Some indirect evidence as to the credibility of Mr. Weston's figures may be obtained from the following data on class size and composition, grades nine through 12, for the past 2 years:

(In 1964, the Indian dropout rate at Wolf Point was reported to be 95 percent.)

1968–69:		
9th (25 boarding, 10 day)		[illegible]
10th (11 boarding, 20 day)		[illegible]
11th (8 boarding, 17 day)		[illegible]
12th (2 boarding, 13 day)		15
1967–68:		
9th (14 boarding, 18 day)		32
10th (5 boarding, 18 day)		[illegible]
11th (3 boarding, 9 day)	[illegible]	12
12th (2 boarding, 11 day)	[illegible]	13

The left-hand column contains the figures for this fall, the right-hand column the figures for last spring, at the end of the school year. It is evident, and was so reported to us, that there are new students coming in to the school at each level every year. The figures also suggest, to us at least, an attrition rate of a lot more than 10 percent.

(*b*) Achievement tests:

We were able to obtain, from a naive or inadequately briefed underling, one set of achievement test scores—the California achievement test records for grades 2–12, administered May 1968. We calculated, from these data, the average total score of the students at each grade level, and determined the percentile rank, for that grade level, of each of the average scores.

Grade	Average score	Percentile	[illegible]
2	[illegible]	[illegible]	[illegible]
3	[illegible]	[illegible]	[illegible]
4	[illegible]	[illegible]	[illegible]
5	[illegible]	[illegible]	[illegible]
6	[illegible]	[illegible]	[illegible]
7	[illegible]	[illegible]	[illegible]
8	[illegible]	[illegible]	[illegible]
9	[illegible]	[illegible]	[illegible]
10	[illegible]	[illegible]	[illegible]
11	[illegible]	[illegible]	[illegible]
12	[illegible]	[illegible]	[illegible]

Please complete the following questions checking the answer that most represents your evaluation. (Do not sign your name.)

1. How do you teach?

Lecture	12
Class discussion	[illegible]
Individually designed programs for each student	[illegible]

Comment:

2. Why do you teach as you mentioned above?

Comment: Best way to help students learn in different areas.

3. In one sentence please indicate what you think students should learn from their school experiences?

Learn to live with others and cope with outside world.

4. What are the three best things about this school?

Up-to-date teaching materials.

Teachers do own classroom instruction planning.

Good teacher and pupil relationship.

5. What are the three worst things about this school?

Lack of communication between staff and teachers—not in on policy making or have any voice in school guidance, etc.

Need better facilities for students and teachers.

Pupil behavior in assemblies and in general—not good.

(*c*) Mr. Weston indicated that there is "some" social promotion. Of the 13 graduating seniors who took the California achievement tests last spring, nine had a total score equivalent to less than the 10 percentile. This would suggest quite a bit more than "some" social promotion.

(*d*) Once again, records are not the Busby School's strong point.

(*e*) No data available. No English proficiency tests are given!

(*f*) Followup:

1. Information was only available on last spring's graduating class: six went on to college, nine went on to a vocational school (total of 15).

2. No data available.

3. No data available.

4. No data available.

(*g*) Record adequacy: Again, if Mr. Weston is to be believed, the Busby School must have the world's most inadequate set of records.

2. Psychological/emotional criteria

(*a*) There is no truant officer, so truancy rates do not exist. With more time, we might have been able to obtain arrest rates, but not through the school. Anyway, Busby is so far out in the boondocks that it is hard to conceive what anyone could do there that would get him or her arrested.

(*b*) Information about points b.-d. was obtained from the dormitory supervisors, Mr. Sheehan and Mrs. Shurig. Mr. Sheehan has been at Busby for 1 year, Mrs. Shurig for 15 years. They say that there is no drinking "problem"—presumably, as they indicate, because alcohol is too hard to come by in a controlled environment on the reservation. The case is apparently similar with respect to drugs; however, they report epidemics of glue-sniffing from time to time.

(*c*) They (same informants) state that fighting is not a problem; serious fights are unusual, and attacks with weapons almost unknown. With respect to the suicide problem, Mrs. Shurig states that it is restricted entirely to the girls; she states that in the 15 years she has been at Busby there has never been an attempt at suicide by a male boarding student. She states that there have not been over 25 suicide attempts in the past 15 years among the female boarding students, and that not more than 12 of these were "serious" attempts (the others were merely requests for attention). She further states that the rate of suicide attempts is neither climbing nor declining.

(*d*) No meaningful data or observations.

(*e*) Approximately five students per year are expelled from the boarding school for behavioral reasons.

E. Factors affecting education performance

1. School-community:

(*a*) As students, none.

(*b*) Career day once a year. There are no employment centers in the area.

(*c*) There is a Headstart unit at Busby.

(*d*) We may know the answer, but we can't understand the question.

2. School-reservation:

(*a*) Those boarding students who are from other reservations return home once during the school year (Christmas).

(*b*) Boarding students are sent home during the summer.

(*c*) No regular contact—parents are free to visit any time.

3. Parental involvement: None at all, until very recently. Mr. Weston has created a Northern Cheyenne Advisory Council, tribal members appointed by the tribe to advise and assist him on school matters. Parent-teacher meetings are being encouraged. The truant officer has been dispensed with, with an attempt being made to convince parents that their child's attendance is their responsibility. The school educational coordinator presumably spends most of his time visiting parents and drumming up support for the school. The school buildings are being made available, for the first time, for community events.

4. Curriculum relevancy: As indicated earlier, totally irrelevant.

5. Books and materials: Staff all say that texts and teaching materials appropriate for their Indian pupils are completely unavailable.

6. The "community," in this case, is the town of Busby, which is entirely northern Cheyenne. One can get no admission from anyone of any discrimination within the school, based either on lightness of skin or on tribal affiliation. This seems most unlikely.

7. Our impression is that the longer the teacher or staff member has been with BIA, the more likely he is to view the Indian as some likeable primitive—perpetual children, forever unable to fend for themselves without the protection of the Great White Father or his representative.

8. No reliable data.

9. Except for the students from the Wind River reservation, the students generally have no money for incidentals, or even for clothes. The dormitories impress one as very poor places to study.

F. Physical plant

The size and condition of all the elements of the physical plant are: a) marginal for the size and heterogeneity of the student population; b) unexpectedly adequate for a rural school the size of this one. The facilities seem perfectly consistent with the idea of an educational "holding operation"—adequate to keep the students occupied, but not so adequate as to ignite any desire for learning or achievement.

G. Recommendations

See our covering letter.

SUMMARY OF STATEMENT OF MR. E. W. [illegible], SUPERINTENDENT OF SCHOOLS, HARDIN, MONT.

Hardin, Mont., is the county seat of Big Horn County, in which the entire Crow reservation and part of the northern Cheyenne reservation are contained. Busby is in Big Horn County. Indians in Big Horn County who do not go to the Busby High School go to the Hardin High School. The Hardin High School-Junior High School system serves four elementary schools: the Hardin Elementary School, the Crow Agency School on the Crow reservation, the Ft. Smith School on the Crow reservation, and the Busby Elementary School on the northern Cheyenne reservation. Apparently few northern Cheyenne attend the

Hardin school. They are eligible to attend either the Busby High School or the Rosebud County High School, both of which are closer; Hardin is apparently a much more prejudiced community than any other in the area; and Busby students do not do well in the Hardin school.

Mr. Hubley has lived and taught in Big Horn County for 16 years. He was a teacher and principal in the Crow Agency Elementary School for 12 years, and has been superintendent of schools for Big Horn County for the past 4 years.

Mr. Hubley feels that the Indian students achieve as well as the non-Indian students during the first 3 years of school, and then begin to drop behind. He says this is true provided that those Indian students who begin first grade with a language handicap (i.e., speaking no English or Crow dialect pidgin-English) devote their entire first year to just learning English.

Mr. Hubley says that although the Indian children from the Crow Agency and Ft. Smith schools do not do as well as Hardin children in junior high and high school, they are as well prepared when they leave elementary school. It is, he says, during the seventh and eighth grades that the Indian students find out that they have no future after high school, and therefore quit trying.

Mr. Hubley believes that courses in Indian culture would be very useful—provided that they were required for non-Indians as well as Indians.

Indian students are better than non-Indians at tasks involving vision and visual judgment, manual dexterity, visual memory, and sympathetic awareness of other people's feelings.

Mr. Hubley believes that the overall performance of Indian students will not improve until they see some advantage in getting an education.

Mr. Hubley states that there is a widespread attitude on the part of Hardin teachers that the Indian students are not worth bothering with or helping or encouraging—if it were possible to change this attitude, it would help some, in his view.

SUMMARY OF STATEMENT OF MR. E. W. CHRISTENSEN, BIG HORN COUNTY REPRESENTATIVE IN THE STATE LEGISLATURE

Mr. Christensen believes that the problem of Indian education is fundamentally a linguistic one. The inability of the Indians to speak English drives them into shyness and passivity. Mr. Christensen believes that the early grades should segregate whites from Indians and that the Indian classes should have the same student-teacher ratio as do special education classes for the mentally retarded (15-1). Indian classes should also have bi-lingual teacher aides.

The second thing required to solve the Indian education problem is a comprehensive vocational-technical education program. Since the Indian's strong point is manual dexterity, they are all going to be blue-collar workers at best. The schools should have an early preparatory vocational education program, a solid secondary vocational education curriculum, and then a post-secondary vocational-technical educational opportunity right in the local area (e.g., a Vo-Tech Junior College). In other words, there would be a two-track system from start to finish; Whites would go through the regular academic program and on to the

University, Indians could go through the vocational program and on to the Vo-Tech Junior College.

Mr. Christensen was asked what the Indians would do after completing this educational process. Since Mr. Christensen knows that there are not five Indians employed in Hardin, that the ranchers in Big Horn County neither need nor want skilled Indian employees, and that there is no market on the reservation for technical skills, this was "kind of a hard question to be asked—but, the fact is, we gotta do somethin' for 'em—I keep tellin' these ranchers the way they're multiplyin' there's soon gonna be more a them than there is of us! We gotta do somethin'!"

JOINT STATEMENT OF DR. A. L. McDONALD AND DR. W. D. [illegible], MONTANA STATE UNIVERSITY DEPARTMENT OF PSYCHOLOGY

Our conclusions and recommendations based upon this [illegible] investigation of Montana Indian education are [illegible] in the accompanying report and covering letter; we would like in this statement, to provide a less restricted summary of opinions and recommendations based not only upon this immediate investigation but upon our professional and personal backgrounds and knowledge as well.

The present attempt to investigate the existing system concerned with Indian education in Montana has combined with our knowledge of educational systems in other States to engender a very sad and pessimistic outlook on what is being done for the American Indian. The BIA school system in Montana has, in common with other BIA systems with which we are familiar, what must be the fewest and least complete educational records in the history of American education. It seems absolutely incredible, since the Indian student has had a long history of poor achievement in the BIA school system, the missionary school system, and surrounding public school systems, that there is virtually no existing objective data relevant to the problems faced by the Indian student. In spite of the fact that the BIA school system and the public school systems have professionally trained counselors available on the staff, there is no indication that any significant amount of counciling or testing information has been accumulated and assembled in any meaningful way. (We are aware that numerous rationalizations and justifications for this lack of data are available.)

Given this state of affairs, it seems obvious to us that there is a tremendous need for staff and money to go into the Indian community and objectively evaluate the existing problems. There is a need for data to be collected, analyzed, and summarized in a way that is relatable to potential solutions to problems; however, there are numerous difficulties—some obvious, some subtle—in the way of collecting valid and interpretable data about the Indian.

Among the more obvious problems are: standardized [illegible] tests are extremely culture bound and become uninterpretable in the context of reservation Indian culture; information collectors are, typically, well-meaning people with insufficient knowledge of the Indian to evaluate the information they receive; data collection programs must be conceived with adequate knowledge of the Indian and must be conducted so that the Indian sees them as sensible approaches to the solution of his problems.

Some of the more subtle problems result from the fact that the Indian is a great story teller who knows what kinds of stories white investigators like to hear and who wants to oblige his white brothers. Combine these attributes and you have at least a partial explanation for the reams of fiction generated by the BIA, missionary priests, and misguided social scientists and educators—including, conceivably, some factfinders for congressional committees.

Our first recommendation, then, is that funds be provided for the objective evaluation of Indian education and the relation of education to other problems of reservation culture. We believe that investigation teams in such a project should be composed of behavioral scientists who know the Indian culture in which they will be working. It is our opinion that such teams should be independent of the BIA—which cannot be expected to evaluate its own system—and should not be directed by professional educators, who would inevitably be inclined to see problems within the narrower educational context rather than within the broader cultural context.

Our second recommendation relates to educational curriculum—specifically, vocational education.

A great deal of time, effort, and money has been spent initiating vocational-technical training for the Indian. There are a variety of reasons why these programs have not worked well, including the obvious ones such as the tremendous ties the Indian has with his tribe, resulting in a return to the reservation. (It should be apparent to students of Indian problems that this tie is not to the land, as is common to other cultures, but to the people on these reservations. The particular geography plays virtually no part in the Indian's return.) Without taking this into consideration, the rehabilitation programs, the relocation programs, the retraining programs have essentially been doomed to failure (as predicted by the Indians themselves before the programs are initiated). The same situation is true when you train an Indian for a particular job that does not exist, either in fact or in theory. An example of this would be vocational training for a man in masonry. In the event that he completes the course, there are few jobs, if any, available for a bricklayer on a typical Indian reservation. In the surrounding areas, white contractors simply will not hire an Indian with vocational training in masonry as a journeyman worker. He must still spend his apprenticeship as a helper before he can belong to the union as a bricklayer. The situation seems to be the same in all of the skilled and semiskilled professions. A more subtle problem is that the Indian has been bombarded with opportunities for programs that simply do not make sense, however well meaning. He has had the opportunity to tie fishhooks for Wright McGill on the Pine Ridge Reservation; he has had his hopes built high that learning to put electronic components together at the factory on the Crow Reservation would provide him with an income; again, on the Crow Reservation he is presently going to have the opportunity to participate in a carpet-making factory on the reservation; there are and have been many of these kinds of projects started on Indian reservations but none have survived for a variety of reasons. The main point is that vocational training programs have not worked and there is very little incentive for the Indian to become trained. In addition, the Indians on the reservations are fully aware that the BIA has and probably will continue to sponsor, direct, or participate in a large number of well meaning projects for the Indians. They are also fully aware that if they choose to participate in these programs they need be very careful not to complete the program or they will hurt their eligibility for consideration in the next program. Essentially, we have trained a fairly substantial group of professional program participants who have never completed a single program or project. An opportunistic Indian can travel from this consortium to that relocation project and back for an extended period of time. If vocational training is to be successful for the Indians it would seem to us that it would make more sense to give the training for jobs that do exist on and around the particular reservation. A very brief survey of the job opportunities on a reservation such as the Northern Cheyenne Reservation in Montana or the Pine Ridge Reservation in western South Dakota indicates that opportunities are extremely limited. These opportunities consist of the BIA, the tribe itself, and limited seasonal agricultural positions. However, even ranchwork has become highly mechanized in recent years and unfortunately the Indian child is not exposed to machinery or mechanization to the same degree that the typical white rural child is.

As a result, ranchers are reluctant to hire Indians to operate costly machinery as they typically know very little about the operation or maintenance of the equipment. Vocational training in this area might possibly provide some real job opportunities for the Indians. Both men and women could be trained to a greater extent in secretarial skills, as there are many jobs available on the reservations with BIA, tribal councils, and local small businesses. Although the potential work force far exceeds the number of available positions, it would seem still to make more sense to give vocational training for existing jobs than to give training for jobs that do not exist on the reservation in fact, or for jobs that do not exist because of union restrictions on membership and the employment of nonunion members.

These investigators are familiar with one type of program that was extremely successful on the Pine Ridge Reservation in the late thirties and early forties. This was the Indian CCC camps. The opportunity was provided for work that was meaningful not only in the sense of training individuals but in the sense of the dams that were built, the roads that were constructed, buildings erected, repair of machinery and equipment, the added benefit of being beneficial to the tribe in general. Many of the roads are still being used, many of the dams are serving as sources of water for stock as well as recreational facilities on the reservation. Many of the heavy equipment operators are still making a living working for construction firms. A number of the mechanics trained in the CCC's are still working in their trade and one member of the early clerical staff is now a Member of Congress in the U.S. House of Representatives. It is our opinion that no other program has proven to be as productive in so many ways as the Indian CCC camps.

The moral of the story, and our recommendation, is that there is no point in training Indians for jobs which do not exist for them. It would be better to spend the money to create jobs—but the jobs created should benefit the reservation and be compatible with reservation culture. It is not easy to create jobs which meet this specification but it is a waste of money to do otherwise.

C. Chilocco Indian School, Chilocco, Oklahoma

The University of Texas,
San Antonio, Tex., January 28, 1969.

Senator Edward M. Kennedy,
Chairman, Indian Education Subcommittee, Senate Office Building,
Washington, D.C.

Dear Mr. Chairman: I am enclosing a report on the site visit to Chilocco. In the interest of time, I am sending you a draft that I am also sending to other members of the committee. They may have some changes that they would like to make, and if so I will send you an amended copy.

Sincerely,

Robert L. Leon, M.D.,
Professor and Chairman, Department of Psychiatry,
University of Texas.

1. Report on Site Visit to the Chilocco Indian School, Chilocco, Okla., January 8, 1969. Prepared by Robert L. Leon, M.D.

Site-visit team:

Robert L. Leon, M.D., professor and chairman, Department of Psychiatry, the University of Texas Medical School at San Antonio.

Paul W. Toussieng, M.D., associate professor of child psychiatry and pediatrics, director of youth counseling and child development center, University of Oklahoma School of Medicine.

Atilano A. Valencia, Ph. D. research associate, curriculum and instruction, Southwest Cooperative Educational Laboratory, Inc., Albuquerque, N. Mex.

At the request of the staff of the Senate Subcommittee on Indian Education, the site visit was made to the Chilocco Indian School to attempt to assess the adequacy of the program for Indian students. The visitors focused on two principal areas—the mental health program and the curriculum. In the course of this, observations were made in other areas which will be mentioned in the body of the report. A report on curriculum and instruction, prepared by Dr. Valencia, is presented separately from more general comments and comments on the mental health program.

The Chilocco Indian School was established in 1884. It is a nonreservation boarding school operated by the Bureau of Indian Affairs for Indian students and is located near the northern border of Oklahoma. The nearest town, Arkansas City, Kans., is 7 miles to the north. The school has some modern buildings, but some of the buildings currently in use date back to 1890. This year the enrollment is approximately 970 students from 29 States of the Union. Last year there were approximately 93 tribes represented by the students who were enrolled. This year approximately 380 of the students are Eskimos and Indians from Alaska. Most of the Alaskans are Eskimos from small villages in western Alaska.

The bulletin published by the school lists the following requirements for admission:

1. Home conditions and environment are not suitable.
2. Local or public school facilities are not available.
3. Acceptable training is not available locally.

The superintendent states that although many students are sent ostensibly because no school is available to them locally or because they need certain vocational courses offered by Chilocco, a large percentage of these students are sent because of social and/or emotional problems. Some students have no families to care for them. Others have been expelled from their local schools and the community. Students who have gotten into trouble with the law are often given the choice by the juvenile judge of going to a juvenile detention facility, or to an Indian boarding school—in this case Chilocco. The superintendent estimates that up to 75 percent of the students come to Chilocco because of serious social and emotional or educational problems or a combination of these.

Students who come to the school are one, two, or more years educationally retarded, and therefore, there are many children who are older than one would expect to find in an ordinary public high school.

Students live in dormitories. The new dormitory has [illegible] students. Several of the others have approximately 180 students. Instructional aides and night attendants are responsible for the students in the dormitory—see accompanying organizational chart. The school attempts to maintain a maximum number of staff in the dormitories between the hours of 6:30 p.m. and 9:30 p.m. when the students are in the dormitories and awake. At this time they have one instructional aide per 90 students. After 9:30 there is one night attendant on duty in each dormitory. This means that the dormitory with 350 students has one night attendant, and in the other dormitories there is approximately one attendant per 180 students. The superintendent told us that they were 18 instructional aides short of the Bureau of Indian Affairs standards for the number of students per instructional aide.

There is almost no organized mental health program. What does exist is carried out by the Guidance Department, the Division of Indian Health Personnel, and through contract services. Guidance personnel are hampered in their counseling efforts because of their responsibility for the discipline of the students. This makes students reluctant to come to guidance personnel with problems.

The Division of Indian Health Service nurse sees those who come to the Health Center to discuss emotional problems. She receives some supervision from the social worker from the Kay County Guidance Center. The social worker comes to the school for a few hours one time per month. An occasional student may be referred for psychiatric evaluation to the Kay County Guidance Center. This is infrequent.

A. DISCUSSION

This report Chilocco can very easily be summed up as follows: The program at the Chilocco Indian School is inadequate in every respect. There are of course some competent and well-meaning faculty in staff of the school, who are trying to do the best they can with the resources which are available to them. But even a good teacher has too many students in a class and inadequate equipment with which to work. A dedicated guidance counselor or instructional aide has too many students with whom he must relate and is further hampered by his role as disciplinarian. There is essentially no mental health program even though a nurse is doing her best to discuss problems with students who come to her. There is almost no communication between the Division of Indian Health staff and BIA school personnel.

If Chilocco were a school dealing with normal average students, we would still make the above statement. But to make matters worse, Chilocco does not deal with normal students. The superintendent estimates that up to 75 percent of the students come to Chilocco because of severe social or emotional problems. Furthermore, the students are one or more years emotionally retarded. Yet, the school makes no provision to deal with such problem children. The age spread of the students makes matters even more difficult. The school must deal with a group from younger adolescence to young adults. Many of the young adults have no better than a ninth grade educational level. Yet, their emotional needs may be quite different than other ninth graders that come in.

The physical plant can either facilitate or severely inhibit an attempt to develop an adequate program. In the case of Chilocco, physical plant impedes program development. The buildings are arranged in haphazard fashion. Many of them are old, outmoded, and should be torn down. The school is so physically isolated from any community as to make Indian childrens' relationships with society at large almost impossible. We view this as a serious problem, since one of the goals of any school is to help socialize the child.

The physical plant and lack of staff makes supervision of the children difficult and leads to a reform school atmosphere. We were surprised that the school does not have more acting-out behavior. For example, one might expect more girls to become pregnant and more destructive acting out by the boys. These things do occur, but the fact that they do not occur more frequently is a compliment to the students of the school. It is obviously almost impossible to provide any controls at night when there are 350 students in one dormitory with one attendant or 80 in several other dormitories, each with one attendant. It is alleged that one dormitory with over a hundred students has been locked at night with no attendant. Even in the evening hours when the school attempts to staff more heavily in the dormitories, there are 90 children per instructional aide.

The problems of Alaskans in this school are special ones. It is reported that Alaskans are sent to Chilocco because there are no school facilities nearer their home. It was reported that the Eskimo students have greater problems with feelings of home sickness than do other students. Some of the Alaskans we talked with stated that they would like to be taught skills that were more applicable to Alaska and the villages from which they came, but this kind of instruction was not available at the school.

There appears to be no valid reason for sending students from Alaska to Chilocco, Okla. If schooling is not currently available in Alaska, it should be made available, and soon. We have thought and thought and are completely unable to find anything positive to say about this practice. It all appears to be negative.

Several of the students to whom we talked complained about the food. Some said it was poorly prepared and all of it tastes the same. Others complained that they did not get enough to eat and complained that they could not go back for seconds. Some of the boys who are engaged in the athletic programs particularly complained about the inadequate quantity of food.

The brighter students complained about the classes, stating that they were gaged to the level of the slow student and, therefore, gave them inadequate preparation. Some students also complained that the only foreign language offered is Spanish.

We have already mentioned the lack of a mental health program. Some dormitory staff say that their recommendations for psychological help are not followed through by the school administration. Yet there are serious psychological and psychiatric problems in the school. They have possibly one or two serious suicide attempts per year. We heard about many children who sniffed glue or attempted to cut their wrists. We learned about occasional violence in the dormitory, with one boy attempting to choke another.

Dr. Edwin Fare, the director of the Kay County Guidance Center, stated that he had both the facilities and the wish to help out in the school. However, the school personnel has made no use of his services personally for the last 4 or 5 years, and he has not been on the campus for the last several years. Apparently the school has not been willing to pay for psychiatric and psychological service from the Kay County Guidance Center. Dr. Fare was aware of a student who had been sent to the University of Oklahoma for psychiatric evaluation, rather than to the Kay County Guidance Center which is [illegible] away. Dr. Fare would like to work out a contract for services to the Chilocco school. Such a contract could not only offer individual psychiatric and psychological evaluation, but also consultation to guidance staff and teachers and some in-service training in group techniques and better recognition of emotional problems. It is difficult to understand why a school in which admittedly over 75 percent of the youngsters have severe behavioral or emotional problems has not made better use of a nearby mental health facility.

B. CONCLUSIONS

We believe that serious consideration should be given as to whether or not to continue this school in its present location as it now is. If the school is continued, it should be for students from the immediate area. Since these students are apt to be educationally retarded and in addition have social and emotional problems, the school should have remedial programs for academic and intellectual development and an adequate mental health program. Placement for those students who come from some distance should be found nearer to their homes. Certainly the practice of sending Alaskan children to Chilocco should be discontinued immediately, and neither should children from New Mexico, Arizona, and other distant States be sent so far from home for schooling.

If the school is continued in its present location, it must be funded adequately, and a whole new physical plant should be built. Since so much new construction is needed, the possibility of closing down the school completely is worth studying.

While a thorough study is being undertaken, the school will obviously continue, and therefore, the following recommendations are offered:

(1) Staffing pattern must be improved. Staffing is not up to BIA minimum standard.

(2) Superintendent should be given freedom to recruit young imaginative teachers.

(3) Communication between the Division of Indian Health and BIA must be improved and negotiations should begin with the Kay County Guidance Center and the University of Oklahoma toward development of a mental health program of some significance.

24 A REPORT ON CURRICULUM AND INSTRUCTION IN THE CHILOCCO INDIAN BOARDING SCHOOL, BY DR. ATILANO A. VALENCIA OF THE SOUTHWESTERN COOPERATIVE EDUCATIONAL LABORATORY, ALBUQUERQUE, N. MEX., JANUARY 1969

A. BACKGROUND

The evaluation of curriculum and instruction at the Chilocco Indian Boarding School was based on interviews with Dr. Leon Wall, superintendent of the school, department heads, a group of five students, a brief tour of the plant conducted by Mr. Clarence Winston, principal of the school, and curriculum and instruction data provided by the schools' offices.

B. CURRICULUM

The scope of curricular offerings was revealed partly through teacher and administrative interviews and literature supplied by the schools' offices. This information shows excellent curricular offerings, essentially comprehensive in nature. These offerings are illustrated in appendix A of this report. The data clearly show comprehensive offerings in 12 curricular categories: language arts, mathematics, social studies, science, business education, fine arts, health and safety education, foreign language, industrial arts education (practical arts), vocational education, general agriculture, and home economics.

Interviews with department heads and administrators provided evidence which corroborated the data given in the literature. In general, the people interviewed believe that curricular offerings are quite adequate for the needs of the student population.

The only curricular additions suggested by the interviewees were: bookkeeping II, art, speech, typing, and foreign languages. It was proposed that although typing and foreign languages are offered in the curriculum, an earlier introduction (grades 9 and 10) would be advantageous to the students.

Traditionally, Indian boarding schools have placed much emphasis to vocational education, especially in the area of agriculture. But according to the administrative interviews, it is expected that vocational education will progressively diminish in importance. The irony of this is that over 80 percent of the students entering the ninth grade fail to graduate; furthermore, the number of graduates entering college is practically nil.

Rather than deemphasizing vocational education, it is suggested that vocational offerings be considered in reference to skills that will increase the student's economic opportunities in his area of interest. For example, an Eskimo boy's interest in gasoline and diesel engines may be based on the fact that his type of technical service is in demand by the boat industry in Alaska. This type of training has greater meaning to this boy than 3 hours of agriculture daily. On the other hand, the latter offering may have greater relevance to the boy from an agricultural area.

Rather than deemphasizing the vocational curriculum, present curricular offerings, content, outmoded time structures, methodology, and evaluation methods might be examined for meaningfulness, relevancy, motivational aspects, and achievement measures based on behavioral objectives and performance criteria.

C. INSTRUCTIONAL METHODOLOGY

The lecture method, textbook and workbook approach, are commonly used in all of the school's curricular areas, especially in the academic curriculum. Small group discussions are held occasionally in a few subject-matter areas. The department heads indicated that this instructional mode was used sometimes in the social sciences and English but mostly in grades 9 and 10. Additionally, task oriented small group instruction was reported in home economics and in some vocational education courses.

The students interviewed expressed the feeling that, too often, teachers tend to lecture for long periods of time; consequently, student attention has been a learning variable. All of the students interviewed reacted favorably to the suggestion for teachers to use a variety of instructional techniques and media.

Although some individualized instruction is used in home economics and in some vocational education areas, the department heads and students reported that the individualized instructional approach is not widely practiced.

The department heads responded favorably to the suggestion for the school to hold continuous and intensive preservice and inservice training programs. A discussion with the teacher interviewees generated the feeling that the Chilocco faculty definitely needs familiarization and training in the application of various types of instructional modes and media; also, training is needed in the formulation of behavioral objectives coupled with evaluation measures based on performance criteria.

Although a few teachers attend summer workshops at neighboring universities, the demand for summer teaching at Chilocco tends to hold teachers from attending more institutes which focus on innovative teaching methods.

Yet, merely holding a series of conventionally organized institutes does not assure teacher behavioral changes that will, in turn, affect greater learning among the Chilocco Indian population. One alternative is to call upon a team of consultants or experts in the application of a variety of instructional techniques and media, with up-to-date knowledge in developing course objectives and performance criteria, and versed in the use of microteaching techniques to ascertain the extent of behavioral changes among teachers in simulated instructional settings. What is suggested here is for the Chilocco Indian Boarding School to clear the cobwebs of traditional teaching and delve into curricular and instructional approaches that will heighten learning and increase its *holding power over the population it serves.*

D. CLASSROOM LOADS

Generally, classroom loads have not posed a serious problem at Chilocco. Some slight overloads beyond 30 students were reported in the academic areas for grades 9 and 10. But even where classroom loads are maintained within 25 to 30 students, this class size will restrict teachers from using instructional strategies other than those basically appropriate for large group settings. Here, teacher aides could be used advantageously to provide assistance where professional instruction is not highly applicable. For example, small group sessions can be carried without the presence of the of the professional teacher in every group. Yet, the essential stimuli for learning (immediately and in subsequent activities apart from the teacher) can be provided by the teacher in appropriately scheduled sessions.

Both administrators and department heads revealed the need for additional staff members; both expressed concern over the difficulty in finding and hiring qualified, credentialed teachers. This may continue to be a problem for the Indian boarding schools. Coupled with the notion of hiring teacher aides or paraprofessionals to use in some features of the instructional program, the incorporation of a flexible time schedule in the school curriculum will facilitate the utilization of professional teachers and paraprofessionals on a role differentiated basis.

E. CO-CURRICULAR ACTIVITIES

The athletic program at Chilocco Indian Boarding School has not proved successful in terms of interschool competition. However, the administrative staff and faculty are aware that Indian students coming to Chilocco have not had the exposure to American sports that other American children have had in Anglo-American communities and public school settings. To expect these youngsters to compete successfully with the public schools in Anglo-American sports is highly questionable. Yet, Indian schools continue to place emphasis in sports such as football, basketball, and so forth, instead of developing activities that have greater relevancy to the Indian cultures.

Some attention has been directed toward encouraging activities (for example, Indian dances and songs) which are directly related to the various Indian cultures found in the Chilocco school; however, as Dr. Wall has pointed out, this has been incidental rather than being an integral part of the total curricular program.

Somehow, Indian schools must begin to recognize and develop more activities related to the Indian cultures found in their instructional settings. Cultural awareness institutes can play a vital role in familiarizing teachers with Indian games, songs, and dances. This does not imply that teachers must become experts in all of these cultural activities. Rather, it suggests that teachers must undertake the organization of cocurricular activities that will encourage Indian youngsters to practice some of their games, songs, and dances. Also, it does not preclude the possibility of encouraging youngsters to learn and practice other sports (tennis, table tennis, volleyball, skating, swimming, and so forth) that might have an appeal for adolescents in various ethnic groups. But it is suggested that instead of emphasizing competitive sports in which only a few participants play a role, and which tend to depreciate the self image of the Indian youngster, a more complete and meaningful athletic and recreation program can be provided.

Moreover, the number of Indian youngsters indulging in intoxicating beverages and seeking other prohibitive types of entertainment will not necessarily be curbed by punishment based on handcuffing methods and solitary confinement. A more positive approach, such as an expanded and more attractive recreational program, might produce better results. For such a program, noncredentialed paraprofessionals can be used to help train and supervise the youngsters in sports and recreational pursuits.

F. ACADEMIC ACHIEVEMENT AND DROPOUTS

A large proportion of the students who are admitted to the Chilocco Indian Boarding School have a background of academic failures, or social and psychological problems. In this sense, the uniqueness of the student population poses a special problem in the instructional and learning schemes.

One of the administrators expressed the point that students with a background of failures, who expect an easier road in this school, find that the school will not tolerate academic inactivity. This may be one of the factors contributing to the school's dropout problem.

There are, of course, other factors which have been indicated as causes for dropouts. Among them are pregnancies, parental pressures for children to return home, homesickness, dismissal from school for serious school infractions, and so forth. And as one administrator expressed it, some students intentionally and frequently break school rules to bring about a dismissal from school.

In spite of the uniqueness and nature of the student body composition, the dropout rate at the Chilocco school is gradually improving. The school is keeping a yearly record on the number of dropouts per semester, the number of students returning to school after dropping out, and the net number of dropouts per semester and year. In the year 1967–68, the school lost approximately 162 students, with approximately two-thirds of the dropouts taking place during the first semester. This, however, has been an improvement over recent years when the dropout rate was approximately 25 percent. At this point, a complimentary note is extended to the school for its attention to the dropout problem. Additionally, it is suggested than any curricular and instructional improvement that reflects higher achievement and positive psychological reinforcement for the Indian youngster can effect a sharp increase in class attendance and school retention.

Although the school maintains academic requirements for graduation, the interviewees revealed that it is possible for students who were chronic failures elsewhere to survive at Chilocco. Therefore, the problem becomes that of ascertaining gains in learning and achievement from year to year. This can be determined by conducting semester and yearly testing programs, followed by statistical analyses. The school has been using the California achievement instrument—this can serve as a beginning base for comparative statistical analysis.

A random selection of 40 California achievement test scores from grades 10 and 11 (1967 enrollment) was made by this investigator to provide the results of a simple comparative statistical analysis. This analysis is illustrated below:

MEAN ACHIEVEMENT SCORES FOR GRADE 10 AND 11 USING A SAMPLING OF 40 STUDENTS PER GRADE

Subject	Mean scores		Approximate retardation	
	Grade 10	Grade 11	Grade 10	Grade 11
Mathematics	7.53	[illegible]	[illegible]	[illegible]
Reading	[illegible]	[illegible]	[illegible]	[illegible]
Language	[illegible]	[illegible]	[illegible]	[illegible]
Battery average	[illegible]	[illegible]	[illegible]	[illegible]

A number of important inferences can be drawn from this type of an analysis. First, the data can be used to compare the degree of retardation between three basic skill areas: mathematics, reading, and language. Second, a comparison can be made to determine mean achievement score differences between class groups and within class groups from semester to semester or year to year.

For example, the following inferences can be drawn from an examination of the (1967) data given in the foregoing table:

1. There is a 2-year gap between the achievement level in mathematics (7.53) and language (9.6) for grade 10. Additional data might be examined to determine whether this difference is the result of an instructional or curricular deficiency, a cultural variable, a lower mathematic mean achievement level as compared to a language mean achievement level in entering school, the nature of the subject matter (commonality across all ethnic groups), etc.

2. Despite the fact that a greater number of students have dropped out of school by the 11th grade as compared to the 10th grade, the data show a greater degree of relative retardation for the 11th grade group. This raises the question on differences in achievement levels and gains between ninth grade class groups entering school from year to year, or in reference to the effectiveness of the instructional program in producing sharp increases in learning and achievement from year to year.

It is suggested that the aforementioned or a similar type of analysis be undertaken by the school to compare 1968-69 achievement data to test information from previous years. This will reveal significant areas of deficiencies among individual students; moreover, it will provide a check on the effectiveness of the curriculum and instructional program on a semester and year to year basis. Data from other types of instruments also can be used to provide other specificities on achievement and deficiencies. These data can then be carefully examined to effect positive revisions in curriculum and instruction.

G. REMEDIAL PROGRAMS

Although some remediation is given in this school, the overall remedial program should be expanded and intensified to meet the social educational and psychological needs of the Chilocco school population.

The diagnostic approach to ascertain acute areas of deficiencies and needs among individual students, followed by placement in programs to alleviate these needs, should be an important feature in the school's educational thrusts.

H. COUNSELING AND GUIDANCE PROGRAM

Using counselors as disciplinarians is not an effective way to utilize professionally trained people. Student behavioral problems at Chilocco are frequently referred to counselors for disciplinary measures. The so-called "hour system" is often used by counselors as a punishment device for recalcitrant students.

The interview with students revealed that youngsters often are reluctant to approach counselors on personal problems, etc. At least for the girls, the dormitory matrons are often approached for advice rather than the counselors.

To effect a greater professional and useful service to the student body at the Chilocco school, the role responsibility of the counseling and guidance staff must be given immediate consideration. This consideration should include the following:

1. The primary function of the counseling personnel should be to discuss academic problems as well as personal problems. Further, the clerical processes in scheduling should be assigned [illegible] personnel.

2. Counselors must not be a part of any disciplinary measures. This does not preclude discussions of the problems in terms of social and psychological understanding; however, the discipline must be defined and administered by other personnel. In essence, the stigma of punishment and blame must be removed from the counseling and guidance staff.

3. Unless a youngster threatens harm to anyone, the counseling staff must be given the privilege to hold from release certain types of personal data.

4. To accomplish effective counseling, the counselor's background and training should include courses in the behavioral [illegible] ably in non-experimental psychology—counseling and guidance, tests and measurements, sociology—specifically related to the area of minority groups—and an internship program in counseling and in the [illegible] istration and interpretation of psychological and educational tests.

5. The counseling and guidance department should hold [illegible] meetings to train teachers in the interpretation and application of relevant test data. Training in the interpretation and application of test data will help reduce some of the malpractices in using test information. Among these malpractices is the self-fulfilling prophecy which arises when teachers interpret and use test scores as fixed values, especially with reference to minority groups and lower income groups.

6. In view of the fact that this school has a high proportion of

youngsters with behavioral problems, educational problems, social problems, and problems associated with ethnicity, special testing instruments must be identified or designed. Moreover, special testing sessions must be scheduled to provide data relative to various types of learning variables. Additionally, special training in the administration of specialized tests appropriate to the school population should be extended to the counselors. If necessary, special consultants should be hired to train the in-house counseling staff relative to specialized tests and specialized counseling techniques.

7. A follow-up system on dropouts and graduates is virtually nonexistent in this school. Although the student population comes from many geographical areas, this should not be a sufficiently valid reason for postponing the development of a follow-up system. This needs to be given serious and immediate attention by the administrative and counseling staff.

I. INSTRUCTIONAL MATERIALS AND EQUIPMENT

Shortages in basic learning materials—for example—tests and workbooks were not generally apparent. Only in one or two of the academic areas was there a minor deficiency in materials.

However, a careful examination is suggested to ascertain the condition and recency of instructional materials. Some materials appeared quite worn, either because of age or overuse.

A careful examination and evaluation of the equipment in all of the curriculum areas is needed to determine specific deficiencies. A brief tour of the plant and facilities provided evidence of low quantity and quality in some areas; this was particularly noted in the science curriculum.

The interviews with department heads and students indicated a very low utilization of multi-media in the instructional program. If instructional improvement is expected, the availability and applicability of a variety of visual, audio and other types of learning aids must be given serious attention. These aids must be made readily accessible to teachers for classroom use as well as to students in learning centers for independent study.

APPENDIX

ENROLLMENT AND STUDENT BODY COMPOSITION

Enrollment: Approximately 970 students (First Semester 1968).

Composition: 93 Tribes or Ethnic Groups. Some of the students come from as far west and north as Washington and Alaska. In fact one-third of the student population is from Alaska.

3. CHILOCCO INDIAN SCHOOL, OKLAHOMA PROGRAM REVIEW REPORT, BY CHARLES N. ZELLERS, ASSISTANT COMMISSIONER FOR EDUCATION, BUREAU OF INDIAN AFFAIRS

A. INTRODUCTORY STATEMENT

From November 22-26, 1968, a program review team visited Chilocco Indian School, Chilocco, Okla. The team members were Dr. Desmond Phillips, Deputy Assistant Commissioner (Education); Mr. James Freelon, Education Specialist (School Management), who also served as Chairman of the Group; Mr. Ray Sorensen, Assistant Chief, Division of Curriculum; Mr. Heinz Meyer, Education Specialist, Division of Instructional Services; Mr. Lloyd [illegible], Chief, Equipment and Training Section, Division of School Facilities; Mr. Floyd E. Stayton former Assistant Area Director (Education) for the Anadarko Area; and Mr. Frank Quiring, Education Specialist, Anadarko Area Office.

Chilocco Indian School is responsible for providing an educational program for 1,050 students. At present the student body is composed of youngsters from 93 different tribes coming from 23 States. The majority of the students at Chilocco have previously attended mission or public schools and are enrolled at Chilocco due to lack of school space in their home area or because of academic or social reasons.

According to Dr. Wall, Superintendent, the average student enrolled at Chilocco school is 3 years underachieving according to results from the California Achievement Test that was administered last year. The following is a breakdown of the average achievement level of students enrolled in the high school program: 12th grade 9.7; 11th grade 9.4; 10th grade 8.6; and 9th grade 7.8. This clearly indicates that the students at Chilocco school are in need of an educational program that will enable them to function at their present ability level and progress as rapidly as possible.

B. ADMINISTRATION

The school was allotted $1,640,000 for the 1968-69 school year. Of this amount $161,577 went to Plant Management for common services, leaving $1,478,423 to operate the school. Personal services required $1,232,714 so that $245,709 remained for textbooks and supplies, etc.

There is definitely a leadership problem in the administration at Chilocco. The Plant Management representative from the Area Office met with the review team one day and it appeared that he gave direction to the Superintendent that is not in his purview. The fact that he is from the Area Office may cause school officials to accept [illegible].

There is a lack of program direction from the Principal to the department heads and teachers. They by-pass him and apparently he has little to say about the operation of the school. Each department appears to be operating as a separate school with little coordination of effort. The Principal does not decide which departments' requisitions are honored: the requisitions are submitted directly to the administrative manager who makes such decisions—and according to some staff members, his determinations are based on who are his friends and who has "pull." It is not clear whether the Principal is being by-passed because he has not exerted the necessary leadership or whether the Superintendent has covertly discouraged any initiative on his part. However, the Principal stated he would like to have the opportunity to make decisions affecting the program.

The administration has also failed to assure that students have a voice in the operation of the school and that the staff is involved in planning the school program, as will be discussed later in this report.

Another administrative problem concerns the school's goal and purpose. The Assistant Area Director for Education and the school

Superintendent both request a policy statement as to what educational philosophy Chilocco school should follow. There seems to be a question as to whether Chilocco should provide a vocational, comprehensive, or academic program. Dr. Wall said that the present offerings in the business education field are very limited because a central office directive of several years past stated that the business education course offerings should be cut back and he did not have knowledge of this directive ever being rescinded.

C. PUPIL PERSONNEL SERVICES

The review team's strongest impression of Chilocco Indian School was the overwhelming aura of institutionalism that permeates this school. That the youngsters are relegated to a secondary position, with the highest priority going to administrative easement, is immediately obvious. While there are some things especially in the instructional program that are worthy of mention, the fact is that teachers and young people are both frustrated in their presence there.

The chasm separating the totality of guidance and instruction is reiterated constantly both by the students and the demoralized staff.

A negativistic attitude reflecting the "failure expectancy syndrome" permeates as seen in the statement, "Well, what can you expect, these are Indian kids."

Attitudinally, the youngsters of this school are viewed as socially maladjusted and emotionally disturbed, as problem youngsters, chronic alcoholics, etc. In short, staff perceptions border on the reformatory concept of reaction rather than progression or even the minimal concept of rehabilitation. The lines of demarcation are steeply drawn between the antagonists (the students) and the staff. This is felt by all.

In addition, there is evidence of criminal malpractice, not to mention both physical and mental perversion on the part of certain staff members. Portraying ignorance of fact, the administration of the school implicitly has condoned these conditions, perhaps, as was stated, because of "the system." This is reflected in such comments as, "Well, we have always done it this way."

Student involvement, nominal at best, was seen by the review team as a facade coverup, portraying pseudo-professionalism and a lack of interest in youth.

The following observations substantiate this account and illustrate the absence of a sound pupil personnel service philosophy or program at Chilocco:

1. While some psychometric data is evident, and this is fallacious, the entire testing program is extremely weak. Intelligent testing is nonexistent, yet achievement scores are available. The latter result from the use of the California Achievement test which is notorious for highly spurious results. In short, any attempt to correlate, as is normal educational practice, achievement and intelligence is lacking.

2. Counseling is minimal at best this involves little personal counseling and practically nothing in vocational and career advisement. Even though the staff is most loquacious in expressing their conviction that these students are "problem youngsters," less than even minimal psychological counseling is evident. What assistance there is of this type is given sporadically by a social worker and by a psychologist who visits the staff once or twice a month (vacations and holidays have even minimized these attempts).

3. Introverted inappropriate behavior is overlooked completely. Extroverted inappropriate behavior is generally solved by physical punishment, placement in the Newkirk jail without guidance or any visitation, or expulsion to oblivion.

Students reported that the counseling room in the dormitory was used as a place "to work them over when they wised off." As can be seen in the attached student statements, many physical abuses resulted due to a session or two in the counseling room. In addition to this, youngsters are restrained by the use of handcuffs if they have been drinking regardless of their being violent or not.

Youngsters reported they were handcuffed for as long as 18 hours in the dormitory, handcuffed behind their back from above or around a basement pillar or from a suspended pipe. One of the team members was shown the restraining procedures by the personnel in the boys dormitory and therefore verified the youngster's expressions. However, the permanent wrist scars on one youngster's arms, the deformed hand of another boy, and an obviously broken and misshapen rib on another tended to reveal the veracity of students statements.

These practices were not limited to the male students alone, but were also purported to be practiced on the female students. However, it seemed more common to jail any girl that appeared to have been drinking. For example, the evening while the team was on campus, three girls were handcuffed (behind their backs) and placed in the Newkirk jail. Only one girl was reported as being violent and she did not want to leave her room. With the "help" of the male counselors, the same who were reported as using excessive force on the boys, these girls were bodily taken from the dorms and driven to jail in Newkirk.

Commonly expressed was the ruling that any drinking would result in loss of home visitation and town rights and possible expulsion.

The responsibility for these actions rests not only with the school administration, but also with the Area Office. For example, the Assistant Area Director for Education related that these conditions (e.g., lack of interest, poor administration and supervision, student punishment, etc.) were known to the Area Office and that they "have been trying to get rid of the Superintendent for years." One cannot help but wonder at the efficiency and sincerity of these remarks and efforts. For example, a social work report was turned into the Area Office several weeks prior to the site visit and for the most part, reiterated what was found by the review team. Yet no action had been initiated regarding excessive physical punishment.

4. While health services are not at this time a function of the school, these practices were reviewed. The nurse assigned by DHI to the infirmary was very concerned and actively seeking better ways to improve health practices. For example, she had initiated her own screening process in an attempt to identify various physical anomalies. The clinic operates from 7:30 a.m. to 4:30 p.m. Ergo, any sick child must return several hundred yards back to the dormitory. On weekends the clinic closes completely. Both physical and dental care seem adequate with the exception of sick children having to return to their dorms nightly.

Mental health services by this clinic are limited to a rare psychiatric consultation or examination, the burden of this responsibility falling primarily on a visiting PHS social worker. Her caseload was minimal and limited to severe cases.

The hospital staff has little to do with the school, the program, the expulsion of students, etc.

5. With the exception of several classes designated for slow learners, no special education program is in existence. Yet some 61 children have been identified as exceptional by a very cursory record screening procedure.

6. With regard to food service, an acceptable master menu was posted and was being followed. The preparation and serving facilities were well-kept and appeared adequate. However, since the youngsters received prepared trays (to expedite feeding and administration) and had no choice as to item selection, much food was being rejected and therefore dumped. For most part, the female youngsters were throwing away the high caloric food such as bread, potatoes, etc. Concomitant with this, the Alaskan children's expressed dislike of Southwest regional food also accounted for excessive food waste.

Male and female youngsters are served from three lines having to wait outside the building regardless of weather. No mixing of the sexes is permitted during mealtime. Guidance personnel supervise these lines and the feeding times. When questioned about this, one person stated they were on duty in case of a riot.

It was reported that the Boys' Guidance Director had presented a more appropriate feeding and serving plan allowing selection of food and mixing of students. This was rejected by the food service personnel and the Superintendent on the basis that it did not move the children through the cafeteria fast enough.

7. As for the dormitory situation, some dormitory personnel expressed attitudes of sincere intent and concern for the youngsters, while others expressed perverted behavior as explained previously.

In regard to facilities, the male dorm, now two years old, had several construction defects even when new. These have already been reported to the Central Office Engineering Division for their consideration. These items included such things as poor construction practices, inadequate drainage, misplaced outlets and utilities, etc.

The girls' dormitories, on the other hand, are antiquated. Modern shower and bathroom facilities had been added to these dorms, but these facilities leaked from one floor to another resulting in plaster falling and paint peeling. It was also noted that many of the utilities were broken.

The rooms were overcrowded in the girls' dorm, yet the boys were not. In several instances, it was noted that beds were not separated and this results in a youngster's having to stay in bed until her partner gets up. Also, walls had holes in them. In one bathroom the innards of one wall were exposed showing inner lathing, pipes, etc. One room contained exposed heavy duty electrical wiring at the head of one youngster's bed. The possibility of that girl being electrocuted in her sleep was evident.

However, it should be noted that much reading material (Title I Project) was evident in the dormitories and that the youngsters, while overcrowded, were allowed to hang their own pictures and decorate their rooms.

8. The guidance personnel/student ratio is one to [illegible]. This reflects a minimal shortage of 11 people (includes recreational leaders, aides, supervisor). Combining this with the absence of other specialists (e.g., special education teachers, psychologist, social workers, etc.) makes apparent a great lack of pupil personnel specialists.

9. Student activities were minimal. The students claimed they had no voice in school affairs, that activities were dictated for them not by them. The student council was only a nominal facade and held no serious voice in school activities. For example, many students claimed to have requested a chance to sleep later on weekends, to establish their own dances, to have some say so with regard to expulsion, to voice their opinions on the educational program and their future adult needs, etc. (Student expulsion takes place after a secret ballot is taken by a committee comprised of the school Principal and the guidance staff. Teachers, school health personnel, and students do not take part in this process.) These responsibilities they feel were disallowed them. Because of such denials and the resultant attitude that no one on campus really cared and that they must really be bad, they drink, fornicate and act up. Students readily admitted to the review team (interesting, since the team members were all strangers) where and how these illicit activities took place.

It should also be noted that the student council was functioning without a president and a vice president because they had been removed from their elected offices for disciplinary reasons. Interviews with the two deposed officers revealed that a matron (instructional aide) has told them they were kicked off the student council. Impeachment proceedings had not taken place by the governing body of the student council and the staff adviser to the student council, and neither the Principal nor the Superintendent of the school had talked with them.

Student morale is poor; their attitude is that no one cares for them, never listens to them, never comes to their affairs, etc. With regard to the latter, it was voiced that the Superintendent had attended his first student party only because the review team was invited. However, the Principal did try to attend many functions.

D. INSTRUCTIONAL PROGRAM

The problem of low morale seemed to prevail not just among the students but throughout the school staff. All the guidance [illegible] appeared demoralized or disinterested and the same [illegible] expressed by the teachers. The atmosphere of the majority of classrooms visited by the review team reflected poor [illegible] morale, disorganization, lack of supervision and lack of [illegible] and meaningful direction. Many teachers do not have lesson plans or evidence that preplanning has taken place in relation to scope and sequence of classes being taught.

In most classes visited by the team members, students were doing written work at their desks. No interchange was taking place between teachers and students or among the students in most instances. In one classroom students were busy attempting to write the answers to questions at the end of a chapter. One student remarked to a team member that it was pretty hard because the class had not read the chapter yet. It was very evident that the staff and students had been prepared for the review team's visit and a very "canned" educational environment was reflected as the result.

Among the causes of the staff morale problem are the obvious lack of staff involvement in program planning, the poor communications within the school, and the absence of effective leadership.

Although much lip service is given to the fact that the students at Chilocco are in need of a strong, innovative educational program due to their underachievement, little evidence can be found indicating strong instructional leadership or involvement in curriculum development that will provide an instructional program to meet the needs of the students. The curriculum offerings and approach to teaching are very traditional in nature.

The lack of communication between administration and department heads, between departments and between staff members working in the same discipline area is very evident. Each discipline is an "Island unto itself" in relation to contributing to and being involved in the total educational program. Both the instructional staff and the guidance staff stated that they rarely communicate to each other. Problems in the dorm only get reported to the teachers via the grapevine and vice versa. No system of common reporting has been established. Staff members related at a meeting called by the review team that this was the first time members of each subject matter area had been able to get together to discuss their disciplines and exchange ideas with co-workers. These people were very positive in stating "we need more meetings like this."

Further comments concerning the instructional program at Chilocco school are as follows:

1. The buildings utilized by the instructional department are old and outdated; however, this is no excuse for the lack of adequate maintenance that is readily apparent. Classrooms are in need of paint, chalkboards are in need of refinishing and repainting, and in general, the housekeeping and repair of most classrooms leaves much to be desired in terms of a pleasant classroom environment.

2. The developmental reading program being taught by Mrs. Clark is innovative and is meeting the needs of 85 students. The utilization of several different kinds of reading materials and devices plus the availability of the paperback library makes this classroom interesting and a challenge to the students. It is unfortunate that this program is not available to more students as low reading achievement was identified by the staff as being the basic academic problem of the students.

3. Mr. Paul Sward has visited Chilocco school and arrangements have been made to implement BSCS Patterns and Processes (Special Materials) by providing all books, manuals, supplies, materials, and equipment which are necessary for this program. This will upgrade the science curriculum.

4. Workshop classrooms (grades 9 and 10) reflect much more teacher and student involvement in this instructional area.

5. The fine arts curriculum should be integrated into the regular class schedule. At present teachers have to meet with students before

and after the regular school hours. A situation of this kind creates too much outside competition for the fine arts program to cope with and puts undue demands on the fine arts teachers.

6. The basic textbooks in many of the discipline areas are outdated and short in supply. Supplementary materials for teachers and students use are practically non-existent and lack of teaching supplies and materials create hardships on teachers who are responsible for classroom instructional programs.

7. The present requisition system being utilized provides that requisitions go directly from the department heads to the Administrative Officer. The Principal, who is the director of instruction and curriculum development, is circumvented and has no knowledge as to what is being ordered to carry out the instructional program.

8. An excessive amount of equipment that is obsolete and inoperable is on campus (Example: 23 16mm projectors). It is most difficult to justify new equipment when property inventory shows an overabundance. Survey action is necessary to dispose of equipment that is not supporting the program.

9. Business education classes are in desperate need of calculators and adding machines for student use in bookkeeping.

10. The policy concerning department heads and teachers utilizing student cumulative folders is not clearly defined by the administration or understood by the staff. In any event, at a meeting with department heads, it was obvious that availability of and use of cumulative folders was not clear.

11. Students at Chilocco school are not involved in an extensive program of field trips to provide educational and cultural enrichment. Two GSA pool buses are available at 11.5 cents a mile with a minimum charge of $92.50 per month. Administration states that pool buses and funds available are not enough to meet the needs of the student enrollment.

Another significant observation was that 90 percent of the approved Title I Project was not in operation. There was little or no activity in getting any of the Title I components underway. For example, the swimming pool, the enclosing of which had been provided for by previous Title I funding, was not in operation, nor was the campus beautification program; the recreation program was at a standstill because there was no student activities coordinator; some materials for the science program, reading program, etc., were on order but had not yet arrived. The personnel freeze was given as one reason for the inactivity, but another perhaps more significant comment was that there had been little or no input from teachers in Title I planning.

E. RECOMMENDATIONS

1. In total agreement with the Assistant Area Director for Education's recommendation, the Superintendent should be removed immediately. His successor should seriously consider the immediate replacement of the top echelon people if need be so that he can revitalize the entire school program.

2. An intensive investigation into the physical and mental abuse of the youngsters of this school should be initiated immediately and appropriate action taken against those guilty of such malpractice.

3. While financial deprivation appears to be a common characteristic, every effort should be made to stir the creative imagination of the entire staff in the utilization of the facilities they have. This could easily be done with the proper leadership and the involvement of both teachers and students. In conjunction with this, lines of communication must be established between all departments and staff members and with the students.

4. Intensive effort should be undertaken to rid the staff concept of the "failure-expectancy syndrome"—the concept that Indian students are stupid at best, troublemakers, and inferior to others.

5. Psychological services should be initiated immediately to attempt to rectify the serious damage done to these youth. A comprehensive testing program should be started, to identify the intelligence of youth, the correlated achievement status, the vocational and career potential, and any serious emotional upsetment, either present or potential.

6. As a result of the above, a worthy qualitative counseling program should be initiated, both on an individual and group basis. This program should be innovative and creative rather than operating only as a reactionary program.

7. A closer relationship should be established between the school (instruction and guidance) and the community. The latter should be viewed as including the DIH health center, the business community, mental and physical health specialists, recreational and other community activities.

8. DIH, in conjunction with the school personnel, should make arrangements for adequate staffing of the health center. It just does not make sense for a sick child to get up from bed rest at closing time, return to the dorm for the night, and come back to the health center in the morning.

9. The aforementioned testing program should coordinate with an intensive physical screening attempt in order to identify those youth in need of special education provision.

10. Special education programs should be established for the handicapped and exceptional child. In certain cases this would necessitate the transfer of youngsters back to communities providing services (e.g., deaf children to schools for the deaf, etc.).

11. The staff and students should study and resolve a more appropriate student feeding plan and student activity program which will permit student involvement in school affairs. The student council should function in accordance with established and approved constitution.

12. Campus security is a problem needing attention, in that country roads go through the school property and it is difficult to control speeding autos or unwanted visitors who pick up students or make alcoholic beverages available to them.

13. The staff at Chilocco school should reevaluate the Title I Program components through determining the needs of students in priority order and reprogramming apparent savings resulting from the late starting of the project to meet those needs. Future Title I proposals should have more input by teachers and students and should be more innovative.

14. It is advised that the area office investigate and survey the problems of the Chilocco school program and attempt to rectify them, while concomitantly initiating innovative programs.

4. REPORT OF STUDENT-TEACHING EXPERIENCE AT CHILOCCO FEDERAL INDIAN SCHOOL, CHILOCCO, OKLA., PREPARED BY RICHARD F. DAVIS, STUDENT AT OKLAHOMA STATE UNIVERSITY, STILLWATER, OKLA., AUGUST 1968

Chilocco is located in Kay County, Okla. It borders Kansas for 2 miles, being about 4 miles from Arkansas City, Kans. It is 25 miles north of Ponca City, Okla., and 65 miles north of Stillwater, Okla. The land is in a two-mile square. The school buildings are in the north central part of the square.

The campus consists of approximately 15 major buildings surrounding a large oval. It is a very pleasant looking and well kept campus, comparable to many small college campuses. There are three or four girls' dorms and two boys' dorms. The main boys' dorm, which houses the sophomores, juniors and seniors, is large and modern. It was completed a couple of years ago and is completely air-conditioned. The other boys' dorm and the girls' dorm are older and were probably built in the 1930's.

As implied above, the school accommodates students of four high school grades (9 through 12). The students are all of American Indian descent. Slightly over eleven hundred were enrolled at the first of the school year. They represent 95 different tribes and come from 38 different States. A large number of the students, about one third, are from the States of Arizona and New Mexico; and most of these are members of the Navajo Tribe. Another large group, about one third, is from Alaska. This group is composed of Eskimos, Aleuts, and Athabascans.

There are two reasons that a child would be at Chilocco. The first reason, which brings the majority of the students, is that their homes are in such remote areas that they cannot easily commute to public schools. Many of the Navajo families live in hogan dwellings miles from any town in the desert areas of Arizona and New Mexico. Most of the Eskimos come from the small remote villages on the coast of the Bering Sea or the Arctic Ocean. The Aleuts come from small villages in the Aleutian Islands and from the southern coast of Alaska. And the Athabascans come from the interior regions of Alaska, many coming from villages along the Yukon River.

The second reason a child would be at Chilocco is that he has one or several social problems at home. Many are there because they cannot adjust to public schools. They come from bilingual homes and they are not adept enough at the subtleties of the English language to be comfortable around their public school classmates. Some come from poor homes that cannot afford, or at least do not provide, the proper clothes, school supplies, and spending money that help make a child at ease among his classmates. Compounding this situation are the differences in cultural background, moral values, and, of course, the obvious difference of skin coloration.

Also, many children come from broken homes. There may be only one parent in the home. This by itself may not merit sending a child across the country to a Federal boarding school in Oklahoma, but many times the one parent (or both) will be an alcoholic or at least a heavy drinker. This fluctuating uncertain home life creates insurmountable problems for a child trying to attend a public school. At the recommendation of the social worker on the reservation the child is sent to Chilocco.

So, from all over America—from Miami, Fla., to Point Barrow, Alaska, from Shiprock, N. Mex., to Cherokee, N.C.—they come to Chilocco. They all have different backgrounds. Each tribe has its own heritage and cultural differences. And *within* some tribes, such as the Eskimos, there are sometimes such great differences in dialects that they can't understand members of their own tribe from a village 50 miles away. Some come from cities as large as New York or Miami while others live in a mud hut 20 or 30 miles from their nearest neighbor on an Arizona desert. There are large differences in the intelligence levels of the Chilocco student. Some are sent to Chilocco because they are not intellectually challenged at their public schools. They become bored, rebellious, and finally a discipline problem that is coped with by sending him to a boarding school. On the other hand, some drop out of public schools because they are mentally incapable of even the most elementary forms of learning. Some cannot read or write above a second or third grade level. The economic conditions the students come from vary. Some come from moderately wealthy families while others come from families that are extremely poor. The moral standards of the students vary a great deal. A large percentage of the students have been exposed to alcohol at an early age; but others are from very moral families who live in villages that completely forbid the use of alcohol.

So, it can easily be seen that Chilocco is a very heterogeneous mixture of students with all possible backgrounds, intellectual abilities, and ambitions. Their only common union is that they are all labeled "American Indian." It seems unfair that they should all be treated just alike and that they should be indiscriminately put into the same classroom and given the same "education." These kids have no more in common with each other than do the Mexicans with the Italians. It would be no more difficult and no greater of an injustice to try and educate a group of intelligent wealthy New York students with a group of ignorant poor Mississippi students than it is to try and educate these Indian students in the same classroom. The Chilocco teacher is forced to teach at a median intelligence level. But in doing so he doesn't get through to the great majority of students. The smart students are bored so they go to sleep. The less intelligent students don't know what the teacher is talking about, so *they* go to sleep. When the students that are bored are asleep, and the students who can't understand are asleep, there sometimes isn't much of a class left. It is not uncommon for a classroom at Chilocco to have over half of the students asleep while the teacher is giving the lesson.

The Chilocco students are very quiet and unresponsive in class. The lack of classroom noise and enthusiasm is apparent when one first enters the room. There is no spontaneous excitement. There is no spontaneous laughter. There is no general murmur of enthusiasm when something happens in the classroom. The students are listless. In general, they don't have the characteristics of a dynamic and happy class. Each student is an island—an unresponsive, introverted island. He may be thinking about school work or he may be thinking about his

home several thousand miles away. If he is thinking about the classroom work, he may be genuinely interested, or he may be bored; but the point is, his teacher and his fellow students never know which. There is no spontaneity in classroom work. Everything is forced and strained.

And no wonder everything is forced and strained. With the students from so many different home situations and with such wide cultural backgrounds it is not surprising that to most students it is a "foreign" situation. Many of the students are qualified for high school in age only. They are not qualified either academically or emotionally. Many, notably the Eskimo children, have lead very sheltered and innocent lives previous to coming to Chilocco. I talked to one Eskimo girl from Point Barrow, Alaska, and I asked her if she had ever drank before. I was surprised when she said that not only had she never drank, but alcohol was forbidden in Point Barrow. In contrast, there are a few of the students who should be or have been in a reform school or penitentiary. They have been exposed to a rough life and they are hardened beyond their years.

On a questionnaire that I handed out to the students I asked what they would like to be doing rather than be in class right now. One girl, who had been kicked out of public schools in Oklahoma several times and who was a hardened delinquent, said that she would like to be "out drinking on some dusty road". So, all of the students are thrown together at Chilocco. Most of them have never been away from home in their lives. They are taken away from their homes where all they knew was the hunting or fishing or farming or horse raising of their families. Their freedom is taken away and they are put in the sterile environment of Chilocco. They come from wide open areas of America where they have all the freedom they need to roam or fish or they come from very permissive families that have allowed them to run wild all their lives. They are put at Chilocco and except for infrequent exceptions they are not allowed "out of sight of the campus" for nine months. Chilocco makes a conscious effort to bring to the students the educational advantages that it thinks important. There are special educational and cultural activities day and night until the student barely has enough time to sleep, but they don't get to do the little things that to me seem so important for the proper growth of a teenager. They don't have the freedom to take a walk more than one hundred yards from campus. They can't go downtown shopping. They can't go into town and see a movie on a weekend. They don't even have the freedom to go into town and get a coke at a drug store like any other teenager. These may seem like small things to have missing from life, but if you can imagine how much they meant to you when you were growing up, I think you will see how much they are missed by these kids.

As one of the teachers at Chilocco said, the students "are a captive audience" and the longer I was there, the more I agreed with him. With each day they lose a little more of their zest for life. They soon learn that the school was built for the purpose of educating American Indians, and they will be thought of as American Indians, and not as individuals. They soon drift into silent contempt with the rest of their classmates. And after four years, some of them don't even have enough spirit left to feel contempt.

This lack of spirit seems to be a big problem at Chilocco. It seems like every time one of the students shows a little spirit or exerts himself in any way, he is quickly put in his place. Boxing used to be a big sport at Chilocco. The Chilocco boxers were well known in the area and they have produced several champions. The boys liked the sport because it was a healthy outlet for their aggressions. The sport was discontinued, though, because the administration decided that it was too rough. Chilocco also used to produce champion football teams. Now, however, they win few games. I talked to one of the sophomore boys and he said that he had thrown a block too hard one time and the coach pulled him out of the game, and slapped him in front of his team mates. He never played again, and he said that next year he was going to go back to his public school in Montana where the coach had offered him a place on the team. A good example of lack of spirit occurred near the end of the year at the Pageant. The Pageant is a biennial production that the students put on to show the cultural heritage of their different tribes. This seems like a very good idea. It should be a fun-filled occasion which would make the kids proud of their heritage.

In fact, however, in the weeks before the pageant, the teachers do ninety percent of the work. There is no interest or enthusiasm on the part of the students. This is only one example of the hard work teachers must put in with no encouragement or help from the students. It's a frustrating experience to work night after night on a thankless project. It's devestating to a teacher's ego and confidence in himself to fight this lack of enthusiasm day after day, year after year. I invited several friends of mine up to see the Pageant. They said that when they first arrived on campus they could sense the quietness and lack of spirit in the students. They said that there was no shouting or loud laughing that would be evident at any other high school. At the Pageant there was no spontaneous laughter or applause. The students just sat there until it was over then went back to the dorms.

This lack of outlet for their emotions can result in violent and bizarre happenings. A few of the students will sometimes sneak out of their dorms and walk into town to buy liquor. They then drink it as fast as they can in a recreational area about one half mile from the campus. The administration is aware that this happens occasionally and it is very hard to guard against without imposing prison restrictions. But every weekend or so some of the boys, and girls, can't stand being cooped up any longer, and they drink all they can stand—sometimes more than they can stand. Last Easter morning one of the Crow boys from Montana was found dead from too much alcohol. I talked to one of his teachers, and found that he was a very meek and obedient student in class. He always handed in his assignments and was never a problem. He apparently could stand it no more and drank himself to death. I don't think he died of an over-dose of alcohol but an over-dose of having his spirit crushed. Also, at this same drunk, one of the girls was raped. This is one of several cases of rape I heard of while I was there. I was told by a teacher that one of my students had been raped by several boys the year before. Not only this, but the incident took place on the balcony of the school auditorium. Looking for a place to be alone, boys and their girl friends have many times

broken into the building which houses the auditorium. Since no display of sexual emotion is permitted on the campus, and since the students are not allowed off the campus, it is no wonder that they must break into buildings to be alone. I was in one of the rooms on the top floor of the building the day after some of the students had been there the previous night.

There was a gaping hole in the ceiling and [illegible] littered with material that had broken away from the [illegible] I asked what had happened, and was told that some students had broken in. I assumed that it had been broken into for purposes of [illegible] but when I looked around the room I couldn't see any evidence of destruction. Nothing was turned over, and the room was in perfect order except for the hole in the ceiling. I asked why this was so, and the teacher told me that the students had broken into the attic "to build a love nest". At the time she didn't say why the hole was there, but several days later she told me that the principal had fallen through the ceiling. It seems that while he was trying to catch some of the students, he stepped on a weak section of the ceiling and fell fifteen feet into the room below.

The few delinquents at Chilocco give the whole school a "reform school atmosphere". A small number of the students are sent there because they can't get along anywhere else. These [illegible] the administration to be very strict with rules and regulations. As a result, many teachers categorize all the students as delinquents [illegible] and treat them as such. It is no wonder that the students [illegible] to say in class when they are thought of as "poor, ignorant, Indian juvenile delinquents". Of course they only worsen their plight when they don't express themselves and exert their own personalities in class, but most of them firmly believe that nothing they do will help them so they say nothing. There seems to be a stigma attached to speaking in class, and they would rather remain quiet than be disliked by their fellow students.

They seem to have lost their faith in people. They have stopped believing that Chilocco or any BIA institution can really help them. They don't bother to discipline themselves because they know [illegible] that the aggressive, self-disciplined person will [illegible] the person that stands around the BIA agency waiting [illegible]. They, therefore, have developed no character of their own. They become a shiftless, flexible, parasitic piece of [illegible] moral fiber than a geranium.

In a public school situation there is not only response from the students, but there is also either direct or indirect response from the parents and the community as a whole. If the teacher says something the students don't agree with, the students usually express their disagreement. If they disagree violently enough they inform their parents of the teacher's behavior, and community pressure causes the problem to be investigated. This feed-back from the students and the parents is an important part of learning. It doesn't allow the teacher to go off the deep end in any area. But it is not only important for the student's benefit but also for the teachers benefit. These checks and balances of the community not only point out the bad teachers but they also point out the good teachers. The students, the parents, and finally the school administration know who the good teachers are.

At Chilocco, however, there is none of this classroom or community feedback. The bad teachers are never criticized and the good teachers are never praised. After a while even the most dedicated get a "what's the use?" attitude. They lose confidence in themselves and more than a few develop neurotic symptoms. They do things that would be considered "sick" in a public school situation. One of the teachers told her practice teacher "not to touch any of the students". She said that they carry all sorts of diseases and one should wash his hands after touching them. Another of the teachers, who is terrified that her students will get out of control, gave a fifteen minute lecture saying that there is no discrimination in the world and asked the students how they could think such a thing. Another of the teachers, as do several others, speaks in a very loud over-compensating voice. He came to my room several times while the students were studying and yelled at me in conversation over a distance of twenty or thirty feet.

I am not saying by any means that the problems of Chilocco can be attributed to the teachers. A large percentage of these teachers would do an adequate or more than adequate job in the public schools. Most have taught in public schools at one time or another and have a good record. What I am trying to say is that the whole system at Chilocco is at fault. As one of the teachers told me, "You can't change Chilocco, but Chilocco can sure change you." I say without hesitation that most of the teachers came to Chilocco because of humanitarian reasons. They saw the pitiful situation and truly wanted to help, but after months of rejection and failure they either quit or they began looking at it as an eight to five job with no obligation to their students.

I think that too often the students are not allowed to compete in the world outside of Chilocco. I talked to the band director, Jerry McCulley, and he said that he would like to take the band on more trips to compete with other bands, but he said that it wasn't the policy of the school. He said that the superintendent, Dr. Wall, had limited the trips because "he didn't want the students to look bad". The band members are not up to par with some of the surrounding public schools and Dr. Wall apparently doesn't want to see them hurt if they are defeated. Mr. McCulley who is a very capable band director says that a realistic defeat now and then might be good for them. Dr. Wall may not want to hurt the students but he is doing them a greater injustice by not letting them compete.

The annual achievement tests give an indication of the effectiveness of Chilocco on the students' education. Granted, many of these students are put there because they have not done well in public schools but many are very intelligent and have just not had a pleasant school experience. The California Achievement Tests are given to the students every year. Of the twelfth grade students, those who should have benefited the most from Chilocco only six of two hundred are above the national average. Most have a test average three or four grades below the national average. It's hard to believe that four years at boarding school produces no better than a twelfth grade student with a seventh or eighth grade academic mentality.

I've done a lot of criticizing of the school but I haven't offered any solutions. Considering the heterogeneous mixture of backgrounds and cultures, I don't think that a federal boarding school is the answer at all. The administration at Chilocco is for the most part made up of

dedicated people who do what they can. Many of the teachers are also dedicated and they would be excellent teachers under other circumstances. Money isn't the problem because money is poured needlessly into new buildings and facilities. But I think that considering the different backgrounds and abilities of the students, all the good intentions and money in the world couldn't change things.

I think that sending the students to boarding schools within fifty or one hundred miles of their homes would be more reasonable. This way the children would be closer to the people they understand. They could be with their families on important days such as Thanksgiving and Christmas. They would be going to school not only with American Indians but with "American Whites." They wouldn't be indiscriminately lumped together under the vague heading of "American Indian," but they would be put with children of their own ability and background. Chilocco was a noble idea and years ago when most of the students were from Oklahoma it was a good idea: but it is just too much to expect a child from a remote Indian village to become Americanized into middle class standards so far from his family and the things he loves. The only result is that he regresses further into his shell and finally gives up hope that anyone really understands or wants to help him.

D. Flandreau and Pierre Indian Schools, Flandreau, South Dakota, and Pierre, South Dakota

1. Report Prepared by Francis Hamilton, Peter Petrafeso, and Rosemary Christenson, of the Upper Midwest Regional Educational Laboratory, January 17, 1969.

A. SUMMARY

This report results from observations and data collection by a four-member Laboratory team which visited the Pierre Indian Boarding School, Dec. 10–11 and the Flandreau Indian School, Dec. 12–13, 1968. Because the Flandreau visit was cut short by blizzard conditions, the school was revisited December 16–17 by one member of the team.

Although the two schools are understood to have begun as educational institutions to serve children for whom local schools either were nonexistent or were difficult to reach, their purpose has radically changed. At least 85 percent, and perhaps more, of the children are now referred to these schools for so-called "social reasons"—broken homes, asserted inability of parents to provide care, juvenile delinquency, etc.

Therefore the typical pupil is afflicted by a wide range of pressures. He may be at the school against his wishes, or suffer from insecurity accompanying family disintegration. He may bear the seeds of revolt against authority, or feel lonely and have no prospects of useful, satisfying life ahead.

In spite of this, the schools are staffed in a traditional pattern, with relatively few special pupil services. School psychologists, guidance counselors, special education specialists, welfare workers and the like are not available in these schools to the ratio that would appear warranted by the exceptional nature of the children.

Instructional staffs appear to equal other public school staffs in the State in training and experience. This is not to say that school staffs generally are as good as they should be. Training, either preservice or in service, for the particular problems teachers face at these Indian boarding schools, is minimal or does not exist at all.

Instructional aids, as the dormitory staff personnel are called, are expected to act toward their charges as a parent or older sister, or uncle and to be generally supportive of their children's personal and educational growth. They fill one of the most difficult and sensitive roles in education, yet there appears to be no systematic plan for their training, professionalization, evaluation or recruitment. Their working hours are largely occupied by housekeeping duties, rather than aiding and supporting the children.

Decisions to send children to boarding schools are made at the local level and may well be one of the most vital effects upon his life that a child will ever encounter. Once in the boarding school system, he is not likely to leave it. The decisionmaking process by reservation school administrators, social workers, tribal councils, and the courts is worthy of determined study and analysis.

The effect of the educational process in these schools is unknown and will continue to be unknown until a vigorous followup on graduates is undertaken and maintained, with adequate records and analysis. No decision to improve these schools can be reached until these facts are known. The schools should also be examined in depth to determine the relation of costs—plant and operating, personal care, and instruction—to ascertain the expenditures for components of the school.

Despite the existence of "student councils" and "dormitory councils" the genuine involvement of pupils in their own governance was not apparent to the visiting team. Administrators have ample evidence of the unrest today that has spread from universities downward into the public schools and across national boundaries. It appears that ignoring community and student aspirations for some voice in self-guidance may create serious confrontations in the future.

The Laboratory team was headed by the director of a project aimed at developing better teaching preparation and classroom practices for inner city schools, and included two professionals working on the development of similar preparation and practice for Indian schools. One of the latter, a graduate of reservation schools, was able to establish good rapport with pupils.

However, the Laboratory acknowledges that its examination was too brief to become the basis of a really authoritative study. Children tend to give responses they think will please questioners and get them off their backs in the shortest possible time. Shadings of personal relations, strengths, and problem areas are not likely to be perceived in 1 or 2 days. The Laboratory understands that much data was gathered over a long term at Flandreau in preparation of what is known as the Krush report, referred to later in this document. It would be useful to examine that material.

B. PIERRE

The Indian Boarding School at Pierre has a normal capacity of [illegible] pupils in grades 1 to 8. At the time of the Laboratory visit, the count was 235 boys and girls, whose ages ranged from 6 to 16.

The school is situated just outside the town of Pierre, South Dakota's State capital, and close by the Missouri River. Buildings are generally well-worn but clean and serviceable. Dormitories are fairly new. Grounds tend to be nondescript and provision for both outdoor and indoor recreation minimal. A $1.2 million building program has been authorized. Administrative offices were jammed awkwardly in a basement adjoining PE locker rooms. The cafeteria was roomy and had good light.

Pupils were orderly and generally exhibited a good-natured and bright appearance and were friendly with each other. They dined neatly at the cafeteria and there was no disturbance in hall. Behavior and appearance contrasted favorably with that of children in public schools familiar to the Laboratory team. However, no child interviewed by the visiting team could answer the simple inquiry: "What do you want to be when you grow up?"

(1) *Local decisions send children to schools*

The action sending children to Pierre is a bureaucratic process, starting usually with the reservation school principal, education specialist, or welfare worker. The "application" is reviewed in area offices at Aberdeen and sent on to Pierre authorities. The Laboratory understands that "applications" thus handled are rarely turned down by the school. "Social" reasons account for 95 percent of admittances. Trips home are arranged with difficulty, involving letters to and from parents with attendant bureaucratic delays.

The academic program at the school appears to be no better, no worse, than in public schools, but pupils come to school with low achievement records (averaging 2½ years behind national norms in most subjects) and no concerted effort is made to remedy this deficiency. Pierre is proud of its single course in Indian culture and pupils expressed pleasure in the course. The Laboratory's own component on Indian education advocates such courses, but believes they should be offered in all grades, rather than only the 7th and 8th, as is true at Pierre.

Twenty-five pupils personnel records were examined in depth. Although the records were not as complete as they could have been, they showed only one pupil had herself initiated the admission procedure. Nearly all came from broken homes. The highest educational degree achieved was ninth grade, achieved by only one parent among the 50. Three pupils were raised in homes where only Indian languages were spoken. Five pupils of the 25 studied had run away from the school at some time. Runaways were required to write "explanations" for their act: nearly all said simply that they had been lonely.

(2) *Admission records*

There is some irregularity in the admission process. For example, it was learned that application forms were not presented for 20 pupils at the start of the school and that after correspondence with the agencies, eight applications are still missing. Medical information sometimes does not accompany the application. If the child has moved frequently, the academic record is also incomplete and social summaries are outdated and too brief, particularly for pupils from Standing Rock and Rosebud. This information must be obtained at some effort, perhaps from the family. Some children have no legal guardian of record; others have tribal court-appointed guardians. (The States do not recognize the tribal courts.) Custody of 33 pupils was in doubt. The school is working at clearing these up. The single social worker commented that only two pupils definitely do not belong at Pierre, since they are failing academically, and sometimes run away, taking other children along, only to abandon them later.

There is no evidence of suicide attempts. Glue-sniffing is suspected but not proved. Very few relatives visit Pierre and the children maintain only meager contact with other agencies, including home reservations.

(3) *Town and School Relations*

Only minimal social relations exists with the community, despite attempts of the Episcopal Church, the Jaycettes, (who sponsored Brownie groups) and others. Mental health workers in Pierre felt the community was apathetic about the school and thought that few residents realized that children lived at the school the year round.

(4) *Other government assistance*

The Pierre office of the Division of Child Welfare said that the division is not always informed of children assigned to its custody by courts, and that a number of these were located "lost" in the Pierre records by the school's social worker. The DCW attempts to place children in foster homes in preference to boarding schools. With more staff, the division has been able to find more homes this year, and attempts to reserve the boarding schools for hard-to-place teenagers.

A Lutheran minister expressed concern for the school's isolation and suggested that if the school were to continue, perhaps it should be as a boarding facility, allowing the children to attend public schools in Pierre. He thought relationships would improve if the community could share school facilities, such as the gym, or youth groups used the dormitories in summer.

Prejudice is asserted by some Indian and white sources, and it is denied by other Indian and white sources. The public high school has no course in Indian culture, and the quiet Indian student tends to be ignored, although acceptance is gained by athletic prowess. The feeling of "being out of it" was offered by the minister as one reason that Indians seldom graduate from the Pierre school system.

(5) *The nonacademic care of young children*

The vulnerability of the kind of "social" case comprising the school population, and the critical nature of the growth and nurture generally at this age is well documented by scholars. Pierre appears insufficiently child-centered, and favors compliance with long-established staffing patterns which may be well wide of the needs of the present. There is a feeling that matters operate more for the convenience of administration than for the children's welfare. Some of this apparent convenience may be required for fiscal or other good reasons, but it was observed that with several options available, the school often chose the one least compatible with the nature of the school population.

Example: a poster with legend: "Litter, ugh! Keep um clean" displayed unnecessarily offensive pidgeon-talk. The two residence halls are named Kennedy and Pocohontas. Could not the halls been more appropriately named after great men and women of Indian history? Pocohontas, particularly stands for a time and a land a long way from the Dakotas, especially when one considers that Pierre School lies athwart the track taken by Lewis and Clark, and that expedition's debt to the woman Sacajawea.

A great deal of weight is placed upon personal cleanliness and grooming. Weekly counseling classes at night emphasize cleanliness for both boys and girls. Adolescents are urged to use deodorant, which they must buy through the exchange of points earned by good behavior. Pupils said it took 2 weeks to earn 150 points for a bottle of deodorant. Toothpaste, hair dressing, toilet articles, panty hose, bras, etc., were obtained through the point exchange. A simple toy such as a "frisbee" required 500 points. Children were required to remove shoes in dormitories, and younger ones to wear bibs at the table.

It would appear that posters and announcements, prepared by the more artistic pupils, would be better for the dormitory bulletin boards than the paeans for the police and the Federal Bureau of Investigation which were the only adornment there. They were not attractive and it is doubtful that any pupil ever read either of them all the way through. The visitor speculates why it is necessary that these children of the frontier grow up unexposed to animal life. One source remarked that the boarding schools in other days were allowed to raise a few livestock but that for some reason the practice was abandoned. At least a friendly dog or two would appear to be a not unbearable burden upon the staff. It is also to be wondered at why, with such an obvious need for recreation, the gym is not open on weekends. (Staff told the laboratory it was; but this was contradicted by pupils.)

Although severe winters limit outside recreation, the dormitories muster only a couple of beatup TV sets and a handful of paperback books. The visitor is led to conjecture how much of a recreational library could be assembled from the funds required to send one staff member to an educational conference.

The hard-pressed instructional aides tried to provide a hobby session for groups of 15 pupils once a week. Kitchen supplies were readily available, but materials for model building, toymaking, or sewing were provided at a cost to the aides.

Children were seated at tables according to age and residence hall, which worked the apparent cruelty of keeping brothers and sisters apart. Once child told an interviewer he could meet his sister only surreptitiously and that they would be punished if caught.

Pupil involvement in nearby Pierre is largely limited to "town days" during which children can walk the streets and on occasion buy clothing under supervision. They are apparently allowed to go to occasional movies, but this requires that the child have some store of money. Many do not. Some effort is made by churches and civic organizations for parties and a limited amount of intermingling. The school policy discourages entertainment of pupils in faculty home. (Pierre police told the laboratory children present no problem on these visits; the sheriff's office said its only concern was the checking on runaways, which were most frequent early in the school year and which sometimes involved car theft.)

Attendance at town church service was compulsory. Pupils said they were disciplined for attempts to evade it. The stated school policy disavows corporal punishment although some personnel told the laboratory younger pupils were spanked during their introduction to school to show them how to shape up. Six boys said they believed that classroom teachers informed matrons or instructional aides of troublemakers and that "they really got it" in the dormitories. (These reports were not substantiated.)

(6) *Training, selection of key personnel*

Staff people closest to the pupils are the instructional aides who preside in the dormitories. One psychiatrist with great experience in Indian schools believes the ratio of aides to pupils ought to be 1 to 15. At Pierre it is 1 to 60.

The aides represent a unique job in education. They are supposed to be parent, uncle, aunt, elder brother or sister, chum, counselor, bookkeeper, drillmaster, and heaven knows what else to their children. They live in the dorms in direct contact with their charges (who usually are four to a room). The laboratory understands all are of Indian blood, and at least some are graduates of the very school in which they serve.

There apparently is no conceptualized statement of what these people should be or how trained. A high school diploma is the only educational qualification. Some have had some additional college but the amount and quality of this preparation was obscure to the laboratory team. Perhaps there is no easy way to judge the effectiveness of such paragons, but it appears that it would be a good thing to attempt to set up some guidelines. It is doubtful that any systematic understanding of exactly what these aides are required to do and what is the best way to train them exists. Their ostensible role is one of guide and mentor. Actually, they spend most of their time cleaning floors, counting linen, and other maintenance chores.

The casual preparation of aides is typical elsewhere in the school. The laboratory learned of no required preparation for the specialized job of teaching in an Indian boarding school with an extreme ratio of pupils admitted for "social" reasons. Nor was there any serious inservice program of training followed. One laboratory visitor was perplexed by the comment of a young teacher who said she "would not want to be biased" by any advance training for her job. Only one teacher was of Indian blood.

A social worker has been added to the staff this year. The laboratory regards this as valuable but inadequate in view of the range of personal problems already described. A consulting psychiatrist was employed for a limited number of days in other years, but apparently this practice has ended because the school is too far away for him. The whole area of mental health of the pupils appears to lack a vigorous and sustained effort on the part of the school.

(7) *Performance analysis*

Pierre is lacking in the systematic collection and use of pupil information. There is no followup on children who leave the school, except an inadequate one conducted through the personal enterprise of a teacher. This is praiseworthy but the product is entirely too crude to serve as a basis for decisionmaking. Considerable information exists in the school's records, but the laboratory could not see that use was made of it. Data collection and organization are a must for the school to understand the nature of the pupil population and the effect of the school's program.

The laboratory examined budget categories but was unable to extract from the BIA-prescribed forms the kind of fiscal knowledge that would lead to an analysis of each part of the school's operation and the costs of the various components. Again, the laboratory notes the prospective investment of $1.2 million in the school plan. More knowledge of the nature of the children, the educational process, and the cost effectiveness of the present and optional ways of operating the school would appear to be vital to the wise investment of new money especially in the design of the plant and the staffing pattern for running it.

C. FLANDREAU

Flandreau Indian School, a high school accommodating [illegible] pupils, is pleasantly situated on gently sloping, wooded hills near the town of Flandreau in eastern South Dakota. It has a long history, having originated as a private missionary school in the [illegible]. For the most of its history, it has been a vocational school, but owing to BIA policy

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decisions in the recent past it was remodeled as an academic school. Some shop is still offered in the older buildings, as well as home economics. The main instructional offices and the dormitories are quite new and the general aspect of the school is most favorable, comparing with the best public high schools. Pupils are cleanly and neatly dressed and while they are not in uniform, the variations usual to current high school youth are not evident. Pupils are also orderly in hallways and wherever observed on the grounds. This is not surprising, since nearly all of them were prepared for Flandreau in another Indian school, such as Pierre, where neatness and orderly behavior are stressed, and at least outwardly followed.

The administration records indicate a current 500 ADA, with an annual dropout rate of 15 to 18 percent. There appears to be no followup on those who drop out. The teacher turnover is described as a low two or three persons a year. Salaries are competitive or better than in South Dakota public schools, although the staff is required to work a full year. (About 100 pupils remain over the summer, having no other home.) The annual budget approximates $1 million, not including health service.

(1) *The school population*

Children are admitted here for exactly the same reasons they are taken in at Pierre. Homes are broken, the mother (or father) has disappeared or is regarded as incompetent by courts, social workers, or tribal authority, or the child is the ward of a court or the tribal council. Grades are in general quite bad and achievement is averaging 2½ years behind the national norms. According to scanty records (followup studies of Flandreau graduates is just beginning) some 12 percent of last June's graduating class went on to higher education. In view of the fact that under the most favorable family socio-economic conditions, half of college entrants fail to graduate, the insistence on academic preparation is puzzling. (Of students interviewed by the laboratory, only two disclosed ambitions that involve higher education; the others aspired to "blue collar" jobs.)

The background, ages, and restricted lives of these children would appear to make them subject to the common antisocial behavior of teenagers everywhere. Conferences with civic authorities in Flandreau and reference to pupil personnel files indicated that this condition existed but that it's probably no worse than in "normal" school communities—some glue sniffing and ingestion of substitutes for hard liquor (it is apparently unavailable, so resort is made to lemon extract, hair tonic, etc.). The school appears to be sitting on a terribly combustible situation in the proximity of boys and girls at an age of maximum sexual drive without the presence of guidance and support of adult relatives. (Aspects of the mental health problem at this and other Indian boarding schools are the subject of study by the late Thaddeus P. Krush, M.D., who, with others, produced the paper on the subject published in February 1966 issue of Journal of American Psychiatry.)

(2) *The objectives at Flandreau*

The statement of purpose appearing in a handbook published by the school described it as the preparation of "young Indian boys and girls for post-high school training and to participate in the social and economic life of the nation." This was further defined by the superintendent as an effort to provide college preparation for some, preparation for a trade for others, a way to organization for life to others, and to "meet the physical disability" of still others. Laboratory [illegible] encountered a certain amount of ambivalence from the faculty in the area matter of school objectives. It appears, however, that the primary emphasis is indeed, academic.

(3) *Effort to be "normal"*

The Flandreau students have many of the same physical supports of public high schools. There is a school newspaper, enthusiastically if inexpertly produced, which is burdened with the same editorial problems of school papers generally—too much official news and bad pictures of adults instead of content originated by pupils which they can identify with. The school has had a successful athletic history, attested by the overpowering display of trophies in the main hall, and a lesser history in other curricular affairs, notably group singing, in which many State fair trophies were collected. The laboratory [illegible] rodeo club, which sounds most hopeful, but [illegible] details.

A student government and dormitory council exist. The administration describes them as having a good deal of autonomy and, among other things, as helping with the "drinking problem." Students themselves admit to no such autonomy and claim they don't really know what are the limits of their authority. A new principal said however that efforts to obtain more student involvement are underway. The regulations for operations of the dormitory council are of a complexity sufficient to baffle a Philadelphia lawyer.

The children of any small town, very small town, have vastly more opportunities for recreation than the Indians of Flandreau. The library, for one thing, in such an institution ought to be exemplary; Flandreau's is superb in comparison with whatever exists at Pierre, but it is grossly insufficient in recreational reading matter. [illegible] fiction is available. The magazine section in contrast is quite varied, including such publications as Hot Rod, Field and Stream, and Cosmopolitan, as well as the solids such as Current History and U.S. News & World Report.

(4) *Relations with community*

FIS cannot really be said to be part of the community, although many of the faculty live in the town and there is a very modest employment of the pupils in Flandreau cafes. Church organizations help in a few placements. Student opportunity to earn money is very thin, a matter of some concern when the fact is considered that if pupils are to visit home as at Christmastime, they must pay their fare.

(5) *Guidance counseling and associated activity*

For the first time FIS is seriously trying to learn what happens to alumni. A counselor provided through ESEA Title I funds has obtained information from reservation agents on 80 of its 90 graduates of last June. She learned that 12 are in college, 17 in vocational school, and 31 are unemployed. Student testing has led the school into homogeneous grouping according to ability resulting in six groupings or tracks in all subjects in the ninth grade. So large a number of tracks is unusual in current instructional practice.

The guidance office was able to provide considerable test information about pupils. The Iowa test of educational development, administered to the incoming freshmen, disclosed the average to be about 2½ years below grade level, and to test in the lowest quartile. The test administered to 11th graders produced slightly lower scores. (See Flandreau Indian School, memorandum dates Nov. 1, 1968, ITED test results, attached.)

The laboratory team's impression is that career counseling is insufficiently stressed. Bulletin boards in the main academic building carry a few flyers about jobs—all U.S. civil service and nothing about the possibilities in private commerce and industry. A business methods teacher, asked about job possibilities for graduates, answered only that some inquiries were received from tribal councils and Haskell. The machine shop instructor appeared to be enthusiastic but said he provided only basic skills. The shop appeared to lack modern machinery which an apprentice in private industry would be expected to operate. The picture was somewhat better in welding: several new machines were acquired as a gift and the instructor was confident of his students' ability to succeed on the job.

Flandreau's home economics department, specializing in job training of waitresses and male food handlers, impressed the team. Some students were able to get a little work in Flandreau and plans are understood to be afoot for more extended on-the-job training in Sioux Falls, 40 miles away. A small but attractive "tearoom" provided a well-prepared, nicely served lunch. However, one visitor reported that his waitress had difficulty in computing change for less than $1, and an adult cook said that his student help "couldn't read well enough to distinguish a can of peaches from pears."

Random inspections of the buildings and discussions with staff produced such comments as a belief—expressed by the new principal—that the greatest need is a student activities building, which for one thing would help improve boy-girl relationships. Much sympathy was expressed from industrial arts and home economics departments for the short-range needs of students. After hours help is given students who want to work in those departments.

A Lutheran social service worker and a Brother from Blue Cloud Abbey spoke of their difficulty in finding jobs for students. They were able to place only five last summer. Students are sometimes taken to the Abbey for group retreats. A remedial education specialist felt that students need remedial help in every aspect of the curriculum. The home economics department felt that more work with the academic department was needed to upgrade course material; the chemistry curriculum was said to be insufficient to prepare students for advanced training in nursing and home economics.

In review, Flandreau, as Pierre, appears to be operated solely by educators for students referred to the school by social workers. Children are removed from the scene of their problems, in the way orphanages and State mental hospitals traditionally operated. Practices which lately are being abandoned in the light of current social and psychiatric thinking.

Further, it is a common understanding of those who deal with admissions practices such as those prevailing at these schools, that just enough damaging evidence is presented to support removal of the child

from the home community, but not enough to [illegible] at the school. If the child fails, he is processed back to the home or to another boarding school, training school, public school, State hospital, or is lost completely.

We do not know what stress is created in the child by removing him a great distance from his home but suspect it is severe. Reappraisals appear in order concerning the philosophy of these schools. If they are to assist in the acculturation of the Indian youth, there appears to be a need for vigorous advancement of relations with their surrounding community. If they are supposed to return children to the [illegible] ties between the school and the latter need development.

B. RECOMMENDATIONS

An examination of such a lively organism as a school [illegible] a few days or a few hours is too little for a really [illegible] Yet it was long enough to stimulate some thinking [illegible] be done at Flandreau and Pierre. A magnificent opportunity exists here to make these schools outstanding and thus to [illegible] Nation rich human resources now squandered through [illegible] of adults and frustration of the children.

1. The objectives for the schools should be reviewed and a determination made whether they are to be purely educational institutions for all young Indians or if they are to be, as they essentially are now, orphanages and custodial and remedial agencies.

2. As a corollary of recommendation No. 1, the forces acting at the local level to place children in these schools should be examined to ascertain if families, children, the law, and the State [illegible] the maximum possible good.

3. Staffing patterns should be adjusted to needs of the pupils. If the schools continue to be operated for children in trouble [illegible] another, the proportion of education specialists [illegible] instruction, social welfare, guidance, counseling, [illegible] tion should be sharply stepped up. These services are [illegible] now and there is probably no circumstance of [illegible] of the schools' mission which should not include at least a modest [illegible] these kinds of personnel. If schools assume a parental role and provide a home, they should be vastly more concerned for the [illegible] pupils outside the classroom—in recreation, games, entertainment, [illegible] study, and personal growth.

4. Preservice and in-service preparation of teachers [illegible] ganized and pushed. It is not humane nor efficient to allow [illegible] learn their profession by practicing on the children [illegible] tion and development of instructional aids and [illegible] of high priority for the study of ways and means to [illegible]

5. Many more job opportunities should [illegible] not sure that this would cost more. Much of the [illegible] plant upkeep, cleaning, painting, and minor repair, as well as [illegible] laundry, and so forth could be done by children [illegible] and supervision. It is utterly impracticable that children [illegible] stock and some food products? Such gainful work would [illegible] raise self-esteem, line pockets, and occupy vacant hours. Study of the kibbutzim of Israel might suggest ways to effect this kind of change.

6. A system for collection and organization of pupil information

affecting the child's performance before, during, and after his experience in the boarding school should be established. Modern school administration practice is based on such data.

7. Application of modern program budgeting and cost effectiveness analysis would provide management tools for more efficient operation of the schools. No illusions about total costs being held down or reduced should be entertained, however. Education economists are predicting that public resources allocated to schools will double or triple in the next decade if the schools are to meet demands against them.

It is not likely that Indian boarding schools are any different. If graduates are to leave the system with a fair chance of succeeding in the technological world of the next few decades, they must be prepared.

Prudent increases of investment in these children will bring substantial gains. Dangerous losses are in prospect however, if their preparation does not meet the demands of the times they face.

2. FLANDREAU INDIAN SCHOOL, BY VIRGINIA SNEVE, EDUCATION COUNSELOR, FLANDREAU INDIAN SCHOOL

(A report prepared by Mrs. Sneve for the teaching staff at the Flandreau School and made available to the subcommittee.)

FLANDREAU INDIAN SCHOOL,
Flandreau, S. Dak., November 1, 1968.

To: Teaching staff.
From: Mrs. Sneve, education counselor.
Subject: (Iowa Tests of Educational Development) test results grades 9 and 11.

Percentiles based on the school averages show us how our school is doing in relation to other schools around the country. If the percentile for a higher grade falls below the earlier grade this does not mean no progress is being made in our school. Rather, it means that the progress made is less than that in the typical school.

The ITED is a long, exhaustive test for our students. But, other schools report the same for their students. The test norms are based, again, on middle class non-Indian students; however, this does not exempt our students from competing in such a society. The test results indicate they are below average in academic achievement.

VIRGINIA R. SNEVE, *Education Counselor.*

3. IOWA TESTS OF EDUCATIONAL DEVELOPMENT—9TH GRADE AVERAGES

One hundred sixty-five 9th graders coded into the ITED Grid Code the following information:

Field No. 1—code number assigned to one of six groups of Feeder schools from which our 9th graders graduated from the 8th grade:

1. Wahpeton
2. Pierre
3. Other BIA
4. Public
5. BIA Boarding—Public
6. Parochial

The High School Placement test composite grade equivalent and the grade equivalent of the Diagnostic Reading Test was coded into fields 3 and 4.

The scoring service reported averages of the ITED standard scores for each sub test and composite for each of the six groups; and grade equivalent averages for the HSPT and DRT for each of the six groups. The number for each group is listed next to the average.

Note that two did not record a group code and are not included in the averages.

Conclusions reached from this study indicate that the Flandreau School 1968 9th grade students score lower in all three tests than those of a typical public high school 9th grade class.

Of the BIA schools represented (code 1, 2, 3,: 97 students) the Wahpeton group had the highest average score in all three tests. Wahpeton also averaged higher in the HSPT than did groups 2, 3, [illegible] and 5; and higher in the DRT than did other BIA schools.

The Public School groups (66 students; code 4, 5) scored higher averages on the ITED, and HSPT than did groups 2 and 3. On the DRT, group 4 scored higher than did group 5, where Indian youngsters are returned to dormitory home life.

The Parochial group (16) scored the highest average on all three tests.

This study will be repeated next fall. However, these results seem to verify what 9th grade teachers have felt for a number of years. Our students are at a remedial level and should be allowed to progress from the level they are at when they enroll and not from what is expected of a typical 9th grade class.

(Only the composite standard score average is reported here. Individual subtest scores are available upon request.)

B. FLANDREAU INDIAN SCHOOL, [illegible]

Fifteen home agencies of the 96 graduates of 1968 [illegible] a follow-up questionnaire requesting information about the present status of the class. One hundred percent of the agencies responded. The data compiled from the questionnaires indicated that as of [illegible] 1969, the graduates are involved in the following:

Status	Number	Percent
College	[illegible]	[illegible]
Vocational school	[illegible]	[illegible]
Employed	9	[illegible]
Unemployed	[illegible]	[illegible]
Other ²	3	[illegible]
Armed Forces	4	[illegible]
Married	[illegible]	[illegible]
Unknown	[illegible]	[illegible]

¹ [illegible]
² Includes working at home or a post-high school.

Thirty-seven percent of the 1968 graduates have followed through on the plans they made at the end of their senior year.

	Plan	Present status
College	[illegible]	[illegible]
Vocational	10	[illegible]
Armed Forces	[illegible]	[illegible]
Other	[illegible]	[illegible]
Unclassified	[illegible]	[illegible]

Attached is the information about the individual graduates. If you know of other facts, changes, or additions, please let me know.

VIRGINIA SNEVE,
Educational Counselor.

C. FLANDREAU INDIAN SCHOOL FOLLOWUP STUDY

The followup study will be in two parts: (1) The annual study done for a continuing evaluation of the FIS program and for the summary placement report required annually by the BIA; (2) an inclusive 5-year study of graduates from 1964–68.

Fifteen home agencies of 96 members of the 1968 class were sent questionnaires (see attached). The compiled data from the returned forms will be used as the basis for completing the Summary Placement Report. Two, left off the list, were expelled before graduation. Six of the class received certificates of attendance. One hundred percent of the agencies responded.

The 5-year study will include 99 of 1964; 98 of 1965; 125 of 1966; 100 of 1967; and 98 of 1968 (520 total). Individual questionnaires will be sent to each. The questions have been designed to aid the academic, dormitory and administration in an evaluation of the school's total program.

This questionnaire will be sent annually and then I suggest a repeat study in 5 years. That is, a followup in 1969 and then again of the same class in 1973 after the class has had an opportunity to become trained and/or established economically.

3. TRIP REPORT, FLANDREAU INDIAN SCHOOL, AND PIERRE INDIAN SCHOOL, BY JOHN BJORK, ASSISTANT CHIEF, AREA SOCIAL SERVICE BRANCH, PUBLIC HEALTH SERVICE

A. TRIP REPORT, FLANDREAU INDIAN SCHOOL, DECEMBER 12, 16, 17, 1968

(1) *Purpose*

To participate with study team evaluating boarding schools at Pierre and Flandreau.

(2) *Contacts*

Upper Midwest Regional Educational Laboratory staff described in Pierre trip report: Adrian Parmeter, chief staff person for Senate Subcommittee on Indian Education; B. B. Warner, Superintendent, J. Glenn Sorensen, Principal, Procopia A. Lee, Secretary, Mr. D. J. McDowell, Administrative Assistant, Owen A. Citrowske, Academic Department Head, Virginia E. Sneve, Education Counselor, Bernice H. Jones, Remedial Supervisor, Thomas J. Mullin, Industrial Arts Department Head, Vera R. Smithe, Home Economics Department Head, Arthur Jenkins, Dining Hall, George L. Allen, Instructional Aide-Crafts, Sally A. Wosika, Recreation and Crafts—all Flandreau Indian School staff; Dorothy Dierks, PHS School Nurse; Robert Franz, PHS Mental Health Consultant; Brother Anthony G. Firman, Blue Cloud Abbey; Jack Little, Lutheran Social Services; Judge Benedict, Moody County.

(3) *Discussion*

Because of poor weather our visit to Flandreau on the 12th was shortened to less than a full day and we were not able to return on the 13th as planned. I talked briefly by telephone with Mr. Parmeter in Huron that evening, and Mr. Petrefeso and I returned to the school on the 16th and 17th.

The group, with the exception of Mr. Parmeter who arrived later, met initially with Mr. Warner. In response to our inquiry about the goals of the school, he stated that they sought: (1) to provide a structured living experience for the students; (2) to help them learn to get along in either white or reservation society; (3) to provide a "regular" high school experience, including college preparatory and vocational training; and (4) to provide schooling for physically handicapped children. (The latter objective was later clarified to mean students with correctible visual or hearing handicaps.) Mr. Warner briefly described a reorganization of the school, actually still in the "paper" stage, designed to give greater emphasis to guidance services.

We had an extended conference with Mr. Sorensen. Mr. Sorensen had arrived at the start of the school year and we asked for his opinion about the relationship which existed between the school and town. He thought it ranged from good to bad to indifferent. Since bad came to mind, first, he suggested that shoplifting by students created the most negative effect. He believes the school has finally "got on top" of the problem of drinking. There are never more than one or two "plastered" at a time now, and this was true even following a blizzard. He believes drinking is a more school-centered problem than shop-lifting. The school now places students as waitresses in local cafes under close supervision. The program, similar to distributive education, is an extension of the School Tea Room operation and involves 8 or 10 students at a time in about 4 local cafes. The school has also considered establishing a group of boys and girls in an apartment in Sioux Falls where they would live and work for two or three-week periods. He believes there have been fewer opportunities for boys partly because boys care less about getting out in the community and partly because there is a hoodlum stereotype about the boys at the school which reduces the number of opportunities for them. The stereotype is true for only a small minority, and Mr. Sorensen plans to work at eliminating any basis for it. He only believes some of the townspeople are aware of the economic value of the school to the community. He mentioned the jurisdiction problem but stated that he does not place students in summer activities and I believe the implication was that it had no desire to do so. He stated students did not go downtown to work. "The school is not really a part of the community—we have to face that." He thought that there would be greater willingness on the part of a newly elected judge to accept more responsibility in relation to the school. He described the police as "typical, small-town police—incompetent. We do not confront these guys." He reiterated the idea that the school would overcome the drinking problem and that this would help.

Questioned more clearly, he expressed his faith in getting the student council to function and to deal with the problem. They are now meeting during school hours and are more involved with school staff.

particularly Mr. Klapperich, Dean of Men. "Foul-ups" must meet before the dorm council. Mr. Sorensen believes the students need much support and he believes in working closely with the student council to achieve this goal. He stated that his major efforts have been in the dormitory area because the students spend 18 hours of their day there and that is where the non-professional, sometimes "incompetent, screwed-up" staff are. The students arrive with a pattern of roaming all night and they are expected to conform to our orderly life here; consequently, he has emphasized developing things for them to do e.g. intramural sports, crafts, recreation room, dancing. The most-needed building at the school is a student activities building. Such a building would help improve boy-girl relationships. He does not believe the school ready for coeducational dormitories, however. He cited poor communications as the biggest problem both within the school and between school and reservation. He was upset when a student did not know who he was; since then he has called impromptu assemblies to work at this problem.

We inquired about the follow-up of students. Mr. Sorensen replied that a study of the 96 graduates of 1968 had been completed by Mrs. Sneve, the first such study attempted for six or seven years. The study was accomplished by writing to the agencies for information. All but one responded and this was later followed-up. Findings indicate that 37% of the students followed through with plans they made at the end of their senior year. Nine students had enrolled in college. The next phase of the study will be the mailing of a brief questionnaire to these graduates, intended to help the school evaluate its program. Mrs. Sneve is in a position to talk to students under normal circumstances, unlike Mr. Sorensen who states he only sees the extremes of council members or students returning home. She also talks with both boys and girls. Mr. Sorensen believes the schism which has existed between boys and girls departments will be lessened when Mrs. Anderson's job is filled and she is able to assume her new role as director of all counseling services.

We asked about in-service training and staff-turnover. Mr. Sorensen commented that teacher turnover is pitifully small. "We have done nothing about inservice training; for example, 80% of the teachers lecture to their students." He has used quarterly budget reports to establish rapport with teachers and to involve them in the planning process. He believes the area education director and Mr. Warner both favor more such involvement. He described the school as a self-contained unit. Teachers have access to all student records; if they are concerned about a student's background they will seek information. The same is true for dormitory staff. He sees changes in the divisions between teacher and dorm staff, boys and girls building staff. He believes teachers now visit dorms and instructional aides visit classes. The student council was given the responsibility to plan a two-day holiday they requested and they, in turn, sought and received the cooperation of school staff to make their plans work.

In response to our inquiry about the goals of the school, Mr. Sorensen replied that while there has been lots of talk about goals, he is not sure that anyone knows or agrees about them. To the agency social worker and superintendent, Flandreau is a dumping ground. A frequent agency response to the return of a student is "Can't you keep those kids down there?" First of all, Sorensen says, Flandreau is not a penal institution, not a school for hoodlums. It is an educational institution, a *school*, the best in the BIA, a school for those who can't get their schooling at home. Most Flandreau students would be out of school if they were not attending Flandreau. So, primarily, it is a school; the meals and beds are incidental. Someone needs to redefine the purpose of the boarding school. We are not vocational, but pre-vocational. Students now come for social reasons, but the staffing hasn't changed one bit to meet the social reasons." He cited the need for social, psychological and psychiatric services. "We talk social problems yet respond in an academic manner. We talk symptoms and ignore causes."

As to the course on culture, Mr. Sorensen pointed out that it was experimental. Apparently little consultation has been received. "Dr. Byrd breezed in and out once." The way it is being taught (primarily lecture method) is not what we want. Students know more about this than staff and should be more involved. The teacher trained in Dr. Byrd's method is a poor teacher. It would be better to have a teacher who was interested in getting kids to participate whether or not he knows anything about Indians. The teacher is a non-Indian whose wife is Sioux. He noted that while many teachers have taught on reservations and so have some knowledge about reservations, it is also possible for some people to teach there for 30 years and still not know anything about Indians.

We interviewed Mrs. Virginia Sneve, Education Counselor, and inquired about goals. She thought it was "hard to know." The school was supposedly chiefly interested in education, but she found mental health factors of primary importance. In reviewing GATB scores with seniors, she has found them terribly concerned about leaving school. So many times they act out their feelings of inadequacy in antisocial behavior. We haven't prepared them for graduation. She is not concerned with vocational guidance since the school does not offer vocational training. Mrs. Sneve reported that she works closely with the dormitories. The main reasons for "drop-ins" for counseling are problems about getting along with others, especially among freshmen and sophomores. Referrals by teachers are strongly influenced by their experience in the classroom. Depending on her evaluation of the teacher, Mrs. Sneve encourages a teacher to read a child's record or merely to discuss the child's background with her. She prefers to think of drop-outs as transfers although she seems quite aware that students may not enter another school system after leaving Flandreau. We asked Mrs. Sneve about the PHS consultants, and she seemed familiar with the program. She felt the inservice training (case conferences) offered dorm staff were good but she also would like to see a similar project instituted for the academic department. Although the nurse is often unable to attend these conferences, she has found her to be very helpful. There is a need for more guidance counseling, more group therapy. None of the staff is well trained for this [illegible]. She agreed that sensitivity training might be helpful for [illegible]. She is going to try to work with a group of seniors experiencing separation anxiety. Last year there were nine seniors who were life-long products of BIA boarding schools and they could not make up their minds about their future plans. She believes the students need to be

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given more responsibility in every area. Finally, we questioned Mrs. Sneve about community relationships. Mr. Sneve is a welding teacher at the school. The Sneves have had 8 moves in 14 years and have found Flandreau the most difficult place to make friends.

We talked with Mr. Mullin who teaches one class and supervises the Industrial Arts Department. At the outset he gave us a brief account of an inservice training workshop he had attended last summer in Flagstaff, Arizona, for BIA, OEO and public school administration staff. His children participated in a three-week workshop being held for BIA guidance and instructional aide staff. The latter workshop involved both Indian and non-Indian children and apparently made use of behavior modification theory.

Mr. Mullin stated that the school badly needed *vocational training.* Industrial Arts is pre-vocational but he did not believe many of their students went on for further training. In addition, he believes they lose freshmen who might stay if they were permitted to take vocational training. He understands that the industrial arts policy was set in Washington and Aberdeen and that one of the premises for it is that vocational training is now readily available at the reservations. Miss Mitchell, the Aberdeen consultant, visits the school about two times each year. It appears to Mr. Mullin that the school is becoming more and more academically oriented and he blames himself for not resisting the 40 minute modes which have proved too short. Mr. Mullin and his staff are of the opinion that the school should emphasize vocational training, and "we're doing it in fact." Although staff has not polled students about their wishes, teachers are available from 4 to 5 each afternoon and in some cases the students are spending more time in the shops than they did the previous year when classes were an hour long. The Machine Shop and Wood Shop may have as many as 17 students in these late afternoon sessions.

Students progress at their own rates and take tests when they feel they are ready. There are 158 students enrolled in six shops. Of the upper classmen who do not take shop, half can't because they've failed required courses and half don't want shop courses. This is the first year that freshmen have not been rotated through all the shops. The change was made because some of the shops were thought too difficult for freshmen. Mr. Mullin admitted that some of the training was being given with obsolete equipment. The school still receives project requests from the local community, but students are no longer trained to build a garage, etc. Requests for recommendations for workers still come from reservations, and Mr. Mullin recommends students largely on the basis of work habits, along with whatever training and skills they may have acquired. Mr. Mullin says he makes a daily visit to each shop and visits the boys dormitory frequently.

Mr. Citrowske spoke about the in-service training program which involved universities in Arizona, Washington, and South Dakota. He stated that administrative department heads, teachers and dorm staff were forced to go and a great deal of money was spent. It is the same workshop series, I believe, which Mr. Mullin described, for which Mr. Vance had visited the southwest recently, and for which Mr. Klapperich had attended an evaluation session in Pierre during the latter part of the week of December 8. During the summer of 1968 a Special Education Workshop for BIA personnel from several states was held at Jamestown, N.D. The latter workshop was conducted in cooperation with AVCO Economic Systems Corp.

Mr. Citrowske suggested the following as the goal (philosophy) of the school: "to help the students make the transition to the mainstream as easy as possible. We can't divorce them from their culture so we have a class about culture. Those who lean toward assimilation are put in accelerated groups. The curriculum is not terribly unlike a public school curriculum." We asked Mr. Citrowske about gaps which he was aware of between theory and practice. He believed that more effort should be focused on the early years rather than at such a late state as Flandreau. The education and economics of the family should receive attention. Attitudes gained from the extended family, pow wows, etc., about "lazy government workers" have more effect on the children than day schools can correct and these cannot be changed at a later level. Welfare has run rampant in just giving money away; human beings will take the easy way out. Mr. Citrowske denied being a "big thinker or innovator." He felt the Flandreau School was doing a good enough job now and only needed a little money to buy textbooks, etc. He believes we should quit such bureaucratic monsters as OEO and the Job Corps. Indian people will get the money back one way or another.

Mr. Citrowske reported that he has to stimulate his staff to be aware of the differences of these kids. He cited the example of his two senior English teachers, one new and one with several years of experience at Flandreau. The experienced teacher would extend periods of work commitment for students, the younger teacher would not. Through in-service training, Mr. Citrowske helped the new teacher to see that the real goal was to help the student meet the commitment even at the cost of a few extra days. She could take part of the grade off but not eliminate the grade completely. There was brief discussion of the Indian's value orientation to time, but I am not clear whether he related it to the discussion of early impressions or not. He did say they dealt with greater (more important) things in the culture course than time orientation. The course is designed to give them something "they can look up to their culture about. We can't lambaste them with 'your old man's a drunk and that's why you're a bastard;' we'd lose them that way."

Mrs. Vera Smith described several new programs instituted by the Home Economics department which are designed to be of immediate, practical significance for students. Almost the entire home economics staff was interested and participated in the summer placement activities begun by the Frandreau mental health project. The staff was especially alert and receptive to finding ways to help students cope with problems of acculturation they found during their summer placements in homes in communities near Flandreau. The current programs reveal innovative techniques to help in these areas while, at the same time, they help students to live more productive lives on the reservation. One senses a sympathetic feeling for the short range education needs of students, similar to that found in Industrial Arts. At the same time there is support for working with the academic department to develop course material at a more advanced level; for example, the chemistry curriculum is not adequate to prepare students for advanced training in nursing or home economics. In addition to such traditional classes as home nursing, foods, and sewing, the Home Economics department supervises the students in the cafe work in the community. While this training is not looked upon as "terminal," the department does not discount the importance of such training to students who may use it to advantage at some point in their lives. The department supervises the dining hall, including Mr. Arthur Jenkins, the retired Army cook instructor who is in charge. They are justifiably proud of the training program going on there for a class of boys. (A visit to the class revealed an industrious, interested group. Mr. Jenkins knows of a few ex-students who are doing well in military foods operations as some graduates have written or visited him at the school. He was concerned about non-reading students nearing graduation; sent to the cellar for a can of peas, they might return with fruit cocktail.)

The Homemakers Assistant course places girls in Flandreau homes to work, along with the wife, for 2-hour periods. The wife must be with the student at all times, teaching home living and management. Girls help prepare meals, answer the phone, participate in child care. The girls are graded by the women but, perhaps more important, they also "grade the home." In class, the students share their experiences and there is a critique of home management and family living practices.

We conferred with Robert Franz, social worker at Brookings Area Guidance Center, with whom PHS has a contract for consultation services. Either Mr. Franz or his supervisor, Mr. Koep, social worker and director of the agency, visit Flandreau school once each week. Mr. Franz generally sees students while Mr. Koep provides program consultation to staff. Mr. Franz was aware of discrepancies between information given him by students and information contained in social summaries. He cited a local news article which quoted Mr. Warner as stating the school children came from the same kinds of families which existed in Flandreau, but we were unable to locate the article. (Mr. Franz believes the article may have been an attempt to reassure the local population that the school was not filled with disturbed youngsters or hoodlums, following some school-community problem. In his 2 years of consultation at the school, Mr. Franz has only seen Mr. Warner two or three times and then the topic of conversation was the weather.) When Mr. Franz believes students need psychological testing or psychiatric evaluation, he arranges for this at the center in Brookings. Currently, Mr. Koep is active in helping the school work with the South Dakota State University in Brookings to develop an expanded pupil personnel service for the school which will be financed by BIA funds or through a grant from another agency.

We talked briefly with Brother Anthony and Mr. Little. They had shown a film during the evening on a human relations subject. The two work together on a student placement project. Apparently there are many problems, and only five students were placed during the past summer. Effort is made to help students and families maintain relations during the school year. The project was financed by the Children's Bureau and it is my understanding that money has been appropriated for fiscal year 1969. Brother Anthony is also supported, in part, by the Catholic Church, and his home base is Blue Cloud Abbey in South Dakota. Students are taken in groups to the abbey for retreats and apparently this is a popular activity. Brother Anthony works with the boys through the boys guidance department. A Catholic priest from a nearby parish counsels girls at the school.

We visited with Mrs. Bernice Jones who is in charge of remedial education. Mrs. Jones appears to be very much interested in her work. She feels strongly about the much-too-small program which the school supports. Remedial reading and arithmetic are available to freshmen and sophomores (although I believe not all of the latter are included) through the efforts of Mrs. Jones, and one full time and one part time teacher. Mrs. Jones believes the students need remedial help in every aspect of the curriculum. She is outspoken about the lack of both support and understanding she receives from Mr. Citrowske in contrast to her previous supervisor.

We discussed the arts and crafts program with Mr. Allen and Mrs. Wosika. Although I saw both activity rooms, only the girls were using this facility at the time of our visit. This program is a very important addition to the school, one which had been recommended by the Flandreau project in the 1950's. It has been staffed only recently and, according to Mr. Allen, securing funds for equipment and supplies for ceramics, leather tooling, etc., is still a major problem.

We were referred to Mr. McDowell for information about orientation of new staff. Mr. McDowell gave us copies of BIA memorandums which refer to orientation, and he discussed the plan he instituted at Flandreau to ensure getting the information to staff. Essentially, the information is concerned with civil service employment practices, and it is our impression that no attempt is made to orient teachers to the special needs of the students in their care. Mrs. Procopia Lee described the student record system and supplied us with copies of various kinds of information about the school. Mrs. Lee is an exceptionally competent person who attempts to keep track of students and their records in a system which contributes to making the task difficult. The problems in getting accurate information are similar to those described for Pierre.

We visited the student council meeting. Mr. Citrowske, staff adviser to the council, arrived at the end of the meeting and asked the group whether they had acted on a disciplinary problem which had been referred to them. The students had decided against taking action and there was no further discussion. It was my feeling that the staff person assigned to student council should have attended the meeting to spark discussion. The matter of student council power (to initiate as well as receive assignments) is probably a difficult one to handle, but it is not helped by lack of communication with staff. The student in charge of the meeting reported that Mr. Sorensen had contacted him directly and the implication was that Mr. Sorensen planned a more active role for the council. It was left to the council to plan a special meeting with Mr. Sorensen, and the group agreed on a time, apparently again bypassing Mr. Citrowske. We talked with the group about the culture course. As was true at Pierre, the students were under the impression that the instructor was Indian, though he is not. Although the students like the idea of the course, there was dissatisfaction with the method of teaching (lecture) which has been used by the instructors assigned to the course in the 2 years it has been taught.

In a briefing session with Mr. Parmeter, the group learned that comparable studies of Indian boarding schools are being conducted throughout the country. It was my understanding that this committee is concerned that Indian education has not been as responsive to change as would be desirable and that the committee believes certain changes in organizational structure, which are under consideration, might be a solution to the rigidity which dominates the system. At Flandreau, for example, he was interested in any evidence of change which had followed the Flandreau project.

(4) *Conclusions*

A five-day review of selected aspects of the boarding school programs at Pierre and Flandreau has produced both positive and negative impressions. Staff and community contacts, without exception, were friendly and cooperative. Personnel generally, in whatever their capacity, seemed interested in doing a good job of helping the children and youth in their care. The foregoing report provides numerous examples of staff involvement to substantiate such findings.

On the other hand, this review also reveals that basic defects exist in the system which seriously impair the best efforts of the best of staff. At the risk of oversimplification, there appear to be two related problems: the amount of confusion permitted to exist around the purpose for which these schools exist, and the consequent inability of anyone to develop an adequate program under these circumstances.

The changing role of the school was documented by the Flandreau Mental Health Project as early as 1957. In 1959 the same project pointed out that the school population could be grouped into seven relatively distinct categories, each requiring a separate and special program. By 1965 the project had demonstrated that the students had more psychological pathology than a comparable Minnesota normative sample. The percentage of students coming for social reasons has risen to a current high of 90%.

What's been done to cope with this changing use of boarding schools which were opened, originally, to separate children from parents and thus speed the acculturation process? The BIA Branch of Education has been elevated to Division status. Both schools have increased their staff and budget through the years, particularly in the guidance area. Title I funds have been used in some instances to better the staff-student ratio. Plans for a much expanded pupil personnel service are being discussed, at least at Flandreau. Social service and related professionals are said to have a high priority for funding.

What remains problematic? The schools are operated solely by educators for students referred, in the main, by social workers. The schools accept, knowingly, a wide variety of complex social, psychological, educational, and cultural disorders. Social workers and educators "use" the outmoded idea that sending people far from the scene of their social and emotional problems will somehow, almost miraculously, solve the problems. (The demise, years ago, of orphanages and, more recently, large isolated state mental hospitals, attest to the abandonment of this theory in social and psychiatric thinking.) Further, it is commonly acknowledged by BIA social workers and educators alike that when social histories are written, the sophisticated referral includes just enough damaging evidence to "justify" removal of the child from his home community, but not enough to preclude his acceptance at the school. The school is, indeed, a dumping ground. Should the adjustment process prove too difficult for school or student, he is returned home or passed along to another boarding school, day school, public school, training school, state hospital, or lost completely. For the student, the psychosocial nomadism and chameleon responses, described by the Flandreau Papers, set in. For the staff, distrust and alienation are heightened. Since the Flandreau project began, adding social workers to school staff has been a thorny problem for the BIA. Whom should they report to, Education or Social Services? Even though the idea of hiring a Bureau social worker was advanced during the tenure of the mental health project, the position was not established until 3 years later and it has never been filled. At Pierre, an untrained worker was hired 2 years after the project, and she became part of the regular budget this year. There has been no reporting problem for this kind of worker (she reports to the principal). Comprehensive pupil personnel services, apparently favored by the new Division of Education, should do much to remedy the situation at the schools. The plans we heard, however, did not appear to encourage the participation of the major referral groups, i.e., BIA Community Services Division, tribes, parents, and cooperating agencies.

This report will not attempt to cope with the variety of unofficial reasons for enrollment one hears from students and others, but they include sentiment (parents and relatives attended a particular school) and attending in order to remain with friends who enroll for more legitimate reasons.

Education criteria for admission include, briefly, distance from the school at home; scholastic retardation of three or more years (or pronounced bilingual difficulties); and the need for special vocational or preparatory courses, not available locally, to fit them for gainful employment. The first criterion is little used in this area. Scholastic retardation is used but, as this review indicates, almost no remedial help is available to justify such referral. Students are socially promoted, sometimes until they graduate from high school. As Flandreau approaches a "normal" public school curriculum, the last category loses all meaning. The school appears to have resolved the old "saw" of whether schools are providing "terminal" education with a firm negative response from everyone, except those staff members concerned with other than academic education.

Finally, the inconsistency of the professed goal of helping students learn to live in white or reservation culture must also be questioned severely in the light of what this report has to say about relationships with local communities and reservations. The content, manner of teaching, and the "reach" of the culture course leave much to be desired. Even if this program were given a higher priority than it appears to have been given, particularly at Flandreau, one wonders how helpful it is to help Indians understand their culture in the isolation of boarding schools. Do not non-Indians need to learn these facts in a give and take relationship with Indians, for them to be meaningful to both?

It has been Public Health Service policy to provide mental health consultation to these schools. Limited mental health social work consultation is available from the Area Office. It has not been possible to fund IHS social work positions at the reservation service units in whose jurisdiction the schools are located. The schools, because of their relatively small populations, have an even lower priority. The consultation purchased by PHS for Flandreau has been described. Until this year, a similar arrangement existed for Pierre with staff coming from Sioux Falls. A combination of budget cuts and scarcity of professional staff has halted consultation at the school this year; however, seriously disturbed children are evaluated in Sioux Falls.

The Public Health Service emphasizes working toward making mental health services available to reservation communities. As these services are developed, they are used to enhance the appropriate placement of children. In the past, the BIA Area Child Welfare Consultant used the Flandreau report to help his field staff see the need for more selective placement of children, particularly when off-reservation boarding schools were under consideration. Sending children and youth hundreds of miles from home may well create or compound rather than solve social, emotional, educational, and cultural problems. The development of comprehensive psychological services at these schools, in the absence of adequate services at home, tends to encourage poorly planned referrals on the rationale that the student will be diagnosed and treated after he gets there. The situation demands imaginative and cooperative child health, welfare, and education programing at the local level. Fragmentation of effort is rampant and the power structure is well established. Still, if more effort were concentrated there, the Division of Education might receive the help it needs to focus on a role for the boarding schools with more obtainable objectives and programs to meet them. If it is not, they must surely continue their muddled existence.

JOHN BJORK.

B. TRIP REPORT, PIERRE INDIAN SCHOOL, DECEMBER 10, 11, 1968

(1) *Purpose*

To participate with team sent by Senate Subcommittee on Indian Education to study boarding schools at Pierre and Flandreau.

(2) *Contacts*

Dean A. Honetschlager, Program Coordinator; Francis Hamilton, Communications Director; Peter Petrefeso, Program Associate; Rosemary Christenson, Research Associate—all of Upper Midwest Regional Educational Laboratory, Minneapolis. Thomas N. Tureen, Citizens Advocate Center, Washington; James Vance, Principal, Roberta Cahill, Social Worker, Pierre School; Adeline Grandle, PHS School Nurse.

Gabe Williams, Reservation Principal; Rose Gerber and Lloyd Kral of the Education Division of the BIA Aberdeen Area Office; John Madigan, Director, State Commission of Mental Health and Mental Retardation; Robert E. Roselius, Supervisor, Pierre District Office, State Division of Child Welfare; Rev. Edwin L. Bersagel, Pierre Lutheran Memorial Church.

(3) *Discussion*

I arrived during the morning and went directly to the school where I attended two meetings Mr. Vance had called related to the holiday plans for the children. UMREL staff and Mr. Tureen also arrived during the morning and reported to Mr. Edwards, Reservation Superintendent. We all met at the school following lunch. Mr. Honetschlager briefed Mr. Vance and key staff and gave me an outline the group had received from Mr. Adrian Parmeter, chief staff person for the subcommittee. I had been assigned, tentatively, to study psychological/emotional aspects of students, along with Mr. Honetschlager; and I also agreed to share responsibility for that part of the outline concerned with "factors outside the school"—local community and reservations. The division of responsibility was not rigid, however, and I thought the staff worked together quite well to cover the variety of topics suggested in the time that was available.

Having some familiarity with the general program of the school, I focused on interviews each day with the social worker at the school. I had known Mrs. Cahill when she was a student at Flandreau, but I had not met her since she had begun working at Pierre School. She was a title I worker during the last half of the past school year, was employed during the summer, had been recently hired as a regular employee. Although she has no formal education in social work, Mrs. Cahill had been employed by the South Dakota Division of Child Welfare, and she has brought to her new job concern for doing something about the legal status of the students. She is also concerned about their social-psychological well-being and has begun to plan in this area and to assume some responsibility.

We discussed admission procedures and the referral of disturbed children. Application forms were not available for [illegible] students at the start of school, but through correspondence with the agencies, all but eight of these have been secured. Medical information may accompany the application, be sent directly to the nurse, or not arrive at all. The school must often ask for immunization records. Mrs. Cahill stated that physical examinations are done within a week if required and that there is little duplication of these. Students from Pierre and Standing Rock often require physicals. She recalls having seen only one psychiatric work-up from North Dakota and this was done at the State hospital. Evaluations done at Pierre are on file and one Nebraska child had had an evaluation while in the Nebraska training school. Apparently confidential folders are kept for some of the students. The academic record of a child generally accompanies him without too much difficulty; the system fails, however, if the child moves frequently. Social summaries continue to be brief and outdated in many instances, particularly for students from Rosebud and Standing Rock. Mrs. Cahill secures needed information by calling the home reservation (though sometimes no one there knows about the child or family), by talking to dorm staff who may have corresponded with the family or by talking to the child. The information is "hit or miss" and she attempts to update the file as information becomes available, e.g., the above, death in family notifications, etc. Some of the children do not have legal guardians. Others have guardians appointed by tribal courts, which are not recognized by the States. The custody of about 33 students was questionable, but through Mrs. Cahill's efforts, all South Dakota children now have guardians, if only tribally appointed ones. North Dakota children are next to receive a similar followup of guardianship status. The school has a few Montana students, only two from Wyoming, and none from Nebraska this year. She cited only two students as not belonging at Pierre; they are failing, truant, and take other children with them, only to abandon them later.

I inquired about evidence of emotional or social disturbance. Mrs. Cahill reported that there had been no attempted suicide. Four girls had had trouble fighting, drinking and running away. Two of these who had run away six times and taken others with them had been sent home. They were from Montana and North Dakota. She suspects there may be glue sniffing, but discounted one incident in which boys had been arrested for stealing airplane glue by stating they were caught before it could be used for sniffing. Economically many of the students have no outside source of support. The Episcopal Church has a "correspondence families" program and some children receive money from their correspondents. Some of the childrlen who visited in the Black Hills last summer, under a school sponsored program, have received money from the people with whom they stayed. The school has a student fund which is used for direct aid to students at Christmas and is used to sponsor monthly birthday parties. Local citizens and others contribute to the fund.

Mrs. Cahill said little negative about the local community; in fact, she stated that "we are probably lucky to have what we have." She mentioned two or three Brownie groups, one sponsored by the Pierre Jaycettes. She felt people in town were trying, doing more, and added that the school would prefer more donations of time rather than money. She felt that the younger students benefited more from these activities.

Last year Mrs. Cahill had talked about her services to a class of 24 third graders with an age range of 8 to 11. Following that a group of girls came weekly for a half-hour group session after class. The boys never responded this way but did talk to her individually in the hall or dorm. She has had individual conferences with other students with problems who asked to come or were sent by the teacher. If urgent, i.e., a child crying, these conferences might be held during class hours; otherwise, after school. She also spent one evening (5 to 8) each week in one dormitory when she would see the younger girls in a group session and younger boys individually. This year she plans to continue with her previous group (now 4th graders) and help the nurse with play group activities. She will help the nurse with sex education for 5th grade girls; the 5th grade boys are given instruction by a physician and the coach. The Scott-Forsman supplements (not text) will be used and they may also use the American Medical Association series. The AMA recommended film *Human Growth* is used each year.

There are approximately 16 students from Pierre Agency who have received Aid to Dependent Children during the past year. Almost all of the Turtle Mountain children—18—are ADC recipients. Whether children should or could be receiving ADC is not routinely recorded. She is aware of ten children who are known to state divisions of child welfare because of regular contacts which are maintained with the school. Mrs. Cahill reported that the Division of Child Welfare has placed many pre-school Indian children in foster care because of neglect. Last year Pierre District DCW placed six children in foster care from the school, but four had returned. Originally these children either were placed in foster care or boarding school by DCW, or DCW may have been given custody after school placement.

Contacts which students are apt to maintain with other agencies appear meager. Very few relatives visit the school although a nearby tribe arranges to bring its own students home for holiday visits. Some Rosebud parents visit, checking their children out during their stay. A Ft. Belnap tribal group visited last year but had only one student in residence. Ft. Berthold and Turtle Mountain BIA social workers visit regularly, the latter sometimes acompanied by county welfare workers. Mrs. Cahill commented that the Pierre District DCW office had offered to provide group work services at the school; although she agreed this could be worthwhile, she preferred that they pick up on the students she had referred to them (for guardianship determination). The manner in which she referred me to the supervisor of that office was definitely negative, the implication being that I should be prepared for much pretentious but worthless information. (Both the Supervisor and Mrs. Cahill, a caseworker in the office, are trained workers.)

I talked to Robert Roselius, Supervisor of the Pierre District Office of DCW because he heads a community agency which provides direct service to students at the school. Also present were Ramona O'Connor, a caseworker with Indian ancestry, who has six Pierre students in her caseload and Pia Massa who has two. Another worker, Roger [illegible], has two to four students in his care. The group appeared to be interested in their work, and they tried to be helpful in the interview. Mr. Roselius stated that they had fewer children placed in boarding schools this year because they had more staff and had worked hard at finding foster homes. Ideally they reserve the use of boarding schools for hard to place teenagers, preferably above the age of 12. He noted that children who have been in boarding schools a number of years may become institutionalized; and he cited his experience with two children who, he feels, did not adjust to foster family care for this reason and returned to a school placement. He stated that his workers provide casework service to children at Pierre School even though they may come from other districts in the state. In a similar way, Pierre children going to Flandreau are referred to the Brookings DCW Office. He volunteered that the state department, for various reasons, is not aware of all of the children assigned to its custody by the courts. He noted that Mrs. Cahill had "found" some of these children lost to DCW records at Pierre School and he suspected there might be even more at Flandreau. He believed that as foster care funds became more available, as was true this year, Pierre School would be used less or not at all for young children. Mr. Roselius stated that his staff does not give service to students known to other state departments of child welfare. He would accept such referrals, following consultation with BIA welfare staff and Mrs. Cahill, provided he had staff available at the time.

The DCW has about 12 children placed in boarding schools away from the Pierre area; namely in Santo Fe, Chiloco, Haskell, Wahpeton, and Standing Rock. Mission boarding schools are also used. Mr. Roselius believes that problems at boarding schools away from the reservation are both different and more difficult. He describes dropouts from these schools as "child-motivated" whereas dropouts on the reservation are "parent-motivated." He says children referred to the Standing Rock school are more apt to remain in school than those referred to the Pierre School.

I asked about their experiences using foster family care for children. Apparently no special effort is made to find Indian foster parents. He reported that they have had good results with mixed parents. In the past about half the caseload had been referred to other areas of the state, particularly in the Aberdeen and Sisseton areas. Apparently more effort is now being made to keep children in their home areas and they have not found this to be a problem. They have tried to use relatives to a great extent, even some who might be classed as poor risks by some casework standards. Mr. Roselius believes they have developed more homes in the Pierre area than in some other areas, Cheyenne River for example.

As for this group's understanding of relationships between Pierre School and the Pierre community, the quick response was a questioning of whether the local citizens knew the school even existed. A more considered judgment was that the school was probably more often a topic of conversation as there was gossip to relate rather than information of a constructive nature to report. Asked what would help, Mr. Roselius replied he did not know what the problem was. One negative factor is that law enforcement officials (municipal and county) are upset by the large number of out of state children who get into difficulty while running away. Another harmful factor is that some of the children of Indian houseparents at the school are among the biggest "problems" in the community. At the same time, these same parents have been fine foster parents.

There is prejudice and denial of it from both Indian and non-Indian. The public high school does not teach a course in Indian culture. The quiet person tends to be ignored. If status is gained, for example, through athletic prowess at the public high school, acceptance is granted. Mrs. O'Connor stated she felt she was accorded acceptance in her role as a child welfare worker. At the Pierre school, the staff finds that children claim them, by name, even though they are not known to DCW. They believe the staff at the school is doing more about getting children out of the school during the summer. Even though many of these recent attempts at summer placement have been unsuccessful, they look forward to increased activity in this area. DCW is considering developing a group foster home. Mr. Roselius believes they have a good relationship with the Pierre BIA welfare branch; however, they find that situations have deteriorated more before referrals are made, in contrast to Rosebud or non-Indian areas. As for psychiatric consultation, the Pierre DCW district office operates under the same handicaps which exist at the school.

In a discussion with John Madigan, Director of the State Commission of Mental Health and Mental Retardation, the idea of *lack* of a relationship was developed. Although a long-time resident of Pierre, Mr. Madigan reported he had never thought of the school in terms of attitudes local people might have toward it. He concluded that neither a positive nor negative attitude existed; rather, the relationship could best be described by the term "apathy." He recalled as a child that the swimming pool was always "dragged" the day after it had been used by the school. He wondered later about the appropriateness of Catholic Pierre Indian School children being bused to early services. His children enjoy the wrestling competition but he questioned why the matches always seemed to be at the school rather than in town, and why the competition was limited to wrestling. (Matches are also held in town.) He thought a series of newspaper articles might be a positive step toward more active relationships between school and town, particularly if related to why the children were there. He asked in a questioning way whether the school served as an orphanage, then went on to state that orphanages had "gone by the board" in South Dakota, except for disturbed children. He hated to think they were all disturbed out there. Probably few people realized that the children were there year around. He thought the food was probably adequate but that the children probably lacked tender-loving-care.

I was referred to Reverend Edwin Bersagel, pastor of a Lutheran Church, because of his interest in the school. Reverend Bersagel stated there had only been one child with a Lutheran background and she had joined the Congregational Church to be with school friends. It became evident that he has thought about the school, however. His immediate response was similar to Mr. Madigan's. The relationship is neither positive nor negative. The school is there and taken for granted. Pierre residents do not do or think much about it. He cited the 42 students attending a local school for practical nurses as being in a comparable situation. Both groups come from the outside and should be treated as guests, made to feel at home; instead, the community is not aware of them, ignoring that there are visitors in their midst. Some of the activities that have been carried out include families taking children into their homes at Christmas, along with community support for gifts, parties, programs. These activities should be expanded to more visiting during the summer, for a week or all summer, for example, to further integration. Reverend Bersagel expressed dislike for the isolation of the students and suggested that if the school were to continue, its role might change to a boarding facility with the children attending public school in Pierre. He did not know how the community would react to the latter idea. In response to my question, he thought relationships might be improved if the community could share the facilities at the school. He thought the gymnasium might be shared. He wondered if youth groups could use the dormitories for retreats during the summer. He had discussed these proposals with the previous principal, who seemed accepting of them, but nothing had been accomplished. He noted, in closing, that Indian children often did not graduate from the Pierre public school system. He suggested inferior clothing, a feeling of "not being in it," and prejudice as possible factors for their seeming lack of success in public schools.

JOHN [illegible]

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4. SOME THOUGHTS ON THE FORMATION OF PERSONALITY DISORDER: STUDY OF AN INDIAN BOARDING SCHOOL POPULATION

(By Thaddeus P. Krush, M.D., John W. Bjork, M.S.W., Peter S. Sindell and Joanna Nelle)

Read at the 121st annual meeting of the American Psychiatric Association, New York, N.Y., May 3-7, 1965.

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Much has been said on all sides as to culpability incurred in the actions of larger groups as they interact with smaller groups and vice versa. Mistakes are made and become historic. Witness thereof is given in the 200-year cycle—of inhumane custody, humane isolation, distant treatment, dehumanizing penury, community concern, humanization—in our chosen field of psychiatry. A series of parallel problems has occurred in the same period, and this paper will attempt to explore some of their complexities.

For the moment let us imagine that several roistering, quarreling brothers traveling from the East chance upon a homestead of great plentitude, but already occupied in part by brothers about whom they were unaware. All are frightened of each other. All have a need for the land. All are disdainful of the rights of others until their own are secured. A fight ensues, but the resources and weapons are different and the strongest wins.

This brother, unlike Cain, has developed a code which stays his hand so that he does not destroy his conquered rivals. Having partially disposed of them, he assumes the prerogative of the head of the family. He makes contracts with these "younger" or subsidiary brothers which he breaks, usually describing such breaches as being in the best interest of the younger brothers. They in turn at first rebel, then grudingly accept. The strongest brother makes plans for the subsidiary brothers and then entices, cajoles, threatens and occasionally forces them to do it his way. That the plans might not be applicable to the younger brothers' way of life only fleetingly enters his mind. Only occasionally will he consult with them prior to instituting change because it causes such a fuss.

Plans are made to educate the younger brothers' children to the "better" way of older brother. But the younger brothers find that by seeming to agree, they are left to themselves with more time to do as they see fit. A contest for the minds of the children ensues in which each is accorded equal time to undo the work of the other—all the while averring that they are acting in accord with previous agreements made to last for as long "as the grass shall grow, the waters flow, and the sun shall shine."

"WARRIORS WITHOUT WEAPONS"

In the thirties, Gordon MacGregor and his associates (11) described the setting and conditions of the relatively isolated "warriors without weapons" of the great plains. Our study will begin to describe the composition of the off-reservation Indian boarding school population which has evolved since that time and will suggest trends of development in the mental health of the children so managed.

The background of health services for American Indians is set forth in a comprehensive report by the Public Health Service. Special attention was given to the statement: "Further mental health studies, beyond the scope of this survey, are called for, not only with respect to mental illness as such, but in relation to the problems of intercultural conflict, alcoholism, child delinquency and truancy, and accidents and crimes of violence" (4).

At the request of the Aberdeen area medical officer of the Division of Indian Health, a pilot project was started at the Flandreau Indian Vocational High School in 1957. Material obtained by this small project team (1, 8, 9, 10, 22) served as the basis for a National Institute of Mental Health grant to study intensively and extensively three off-reservation boarding school populations of the northern plains.

The study was designed to serve as a problem-defining effort that would stimulate a variety of alternative efforts in the management and prevention of mental illness. It is necessary to approach the problem of mental illness systematically and with operationally effective definitions. Mental illness is time- and culture-bound. For the purposes of this study mental illness may be said to exist in an individual when that individual repeatedly demonstrates by his behavioral pattern that he cannot solve his problems with his own resources.

The approach we used was to attempt to define and describe disorder from the viewpoint of different disciplines. The clinical research team consisted of a psychiatrist, social work supervisor, social worker, anthropologist, and sociologist based at Flandreau, with field social workers located at Pierre and Wahpeton. A social worker, anthropologist, and four psychologists served as consultants.

The areas of concern of the project team were as follows. The psychiatrist performed individual diagnostic interviews with selected cases. The social workers used individual and group casework techniques and visited the reservations to do selected family interviews. The anthropologist lived in the boys' dormitory for a year gathering data on student-staff interaction and, with the Kluckhohn value orientation scale, studied the student population and staff. The sociologist did classroom teaching and used social-educational devices to study the teachers and the students. The psychologists did testing in the classroom setting using a variety of devices: the Minnesota multiphasic personality inventory, California psychological inventory, Quay-Peterson delinquency scale, time factor examination, student's sentence completion test, semantic-differential examination, and Bower-Lambert screening scale. A great deal of material has been gathered by these workers and this paper will present some of the preliminary findings.

One of the primary aims of the project team was to collect an epidemiological study of mental illness incident in a boarding school population of 1,200 and encompassing the first 12 grades. Selected for this study were two grade schools (grades 1 to 8) located at Pierre and Wahpeton, and a high school (grades 9 to 12) located in Flandreau. Both grade schools have an annual enrollment of approximately 300 each; Flandreau's annual enrollment is approximately 600. This paper will concentrate on the material gathered at the latter school.

The Flandreau school obtains its enrollment from an area generally consisting of the Billings and Aberdeen areas of the Bureau of Indian Affairs. Five States, Montana, Wyoming, North Dakota, South Dakota, and Nebraska, 21 reservations and 18 tribes are represented in the school. Of the aggregate enrollment, approximately 33 percent are freshmen, 30 percent sophomores, 20 percent juniors, and 17 percent seniors.

The facilities of a boarding school are usually looked upon from the standpoint of providing housing and accommodations for the student to live in a location where conventional academic or vocational schooling may be obtained. In this sense, the boarding facilities are secondary to the school or classroom services. The student lives at the boarding school rather than home due to the fact that he is unable to go to such a school in his natural home area.

However, at this school the reverse is the case. Here the boarding facilities are frequently looked upon as a means of removing a student from a socially complicated or disorganized environment to a setting where attention must be given not only to the traditional educational program but to every phase of social development as well.

What follows, then, is an attempt to narratively set forth the mental health problems encountered in a boarding school attempting to effect acculturation and ultimately assimilation of its charges. Certain impressions stand out and can to some degree be validated.

Several standardized objective psychological tests were used to assess the personality characteristics of the Flandreau students and to compare the findings with non-Indian normative groups (12, 14). The testing was done in the regular classroom period of 55 minutes.

Juniors and seniors were administered the Minnesota multiphasic personality inventory. This is mainly a pathology orientation test, with the subscales largely attempting to measure psychiatric diagnostic samples of various categories of disorder. In every case the scores earned by the Flandreau sample are higher than the scores earned by the ninth grade Minnesota (4) normative sample. While there is a difference in the elevation of the profile, the shape of the profile is highly similar. The results indicate that on all of the categories, with the exceptions of hysteria and hypomania, the Flandreau sample was higher. These students are more pathological. The MMPI also contains neurotic and psychotic triads. Here the difference for the Flandreau sample is the psychotic end of the scale. This does not mean that these persons are literally trending toward a psychotic configuration, but the movement is in the direction of disturbance in adjustment. The *t* test, an examination of differences of means, indicated an extremely high p value—.001 in eight of the 13 scales for the boys and seven for the girls. Two items for both sexes showed a p value of .01 and three items were not significant.

The California psychological inventory was given to sophomores, juniors and seniors. The CPI attempts to measure traits associated with normal functioning. The same results were evident, but in reverse. The Flandreau sample, in 15 out of 18 items, showed significant differences from Gough's normative high school groups(2). The *t* test indicated a p value of .001 in 12 of the 18 scales for both sexes. The Flandreau sample was lower on positive traits. The difference is in intensity, although again the profile was highly similar in shape to the normative groups. In effect the results appear to show that these youngsters are trending toward distress.

All four grades were given the Quay-Peterson three factor scale. This test measures the three personality constellations associated with juvenile delinquency. The factorial content of the scales was studied in samples of both institutionalized delinquents and normal adolescents. Only limited norms are as yet available. The scales are: (1) a psychopathic delinquency scale to measure attitudes and behavior associated with a tough, amoral, aggressive and impulsive syndrome; (2) neurotic delinquency scale to measure items associated with guilt, depression, concern, but coupled with impulsiveness and poor controls; and (3) subcultural delinquency scale to measure attitudes and behaviors associated with the adoption of a pattern of behavior dictated by a delinquent subculture but not accompanied by personality maladjustment. The mean scores of the Flandreau sample indicate they are similar to the neuroticism and psychopathy scores of the institutionalized delinquents. Taken in all, the group psychological testing reaffirms the position that we are dealing with a high-risk population regardless of which parameter is applied.

B. CULTURE AND MENTAL CONFLICT

It is difficult to discern what constitutes abnormal behavior in an abnormal setting. While cultural conflict can be observed, it does not appear to be primary in the causation of mental conflict. Rather, the cultural trappings offer a rationalistic cloak for the basic problems, which are three in number: (1) heightened mobility or "psychosocial nomadism," (2) shifting standards and (3) superficiality of response or the "chameleon response."

Heightened mobility. Our studies show a marked "psychosocial nomadism"—a condition which obtains when the the child is exposed not only to repeated changes in loci but to repeated changes in the constellation of his meaningful persons. Further, each new locus necessitates the formation of relationships different from that of the past. Thus a child in a family which shows heightened mobility [illegible] no distortion of his relations with his critical [illegible] anxious in each new locus but not disorganized to the point of profound reaction in the form of aggression or withdrawal [illegible].

Heightened mobility must be examined in the light of relationships and the reason for the movement if it is to serve as the indicator of disturbance. There is a marked tendency on the part of disturbed youngsters, or others intervening on their behalf, to take the lines of least resistance. Psychologically, whenever stress occurs the individual repeatedly backs off and moves to another situation.

We have attempted to trace disturbance and the formation of personality disorder through movement and substantiate this with the student life careers of individuals showing increased maladaptation at the school and on the reservation. The high incidence of mobility has been documented from the medical-social case histories with special emphasis on examining the manifest and [illegible] for movement.

"Psychosocial nomadism" can be documented [illegible] by the everlengthening comet's tail of records [illegible] made in an attempt to keep a roof over the head of the child and at the same time provide him an education. As might be expected, [illegible] become sketchy with increased movement and the reasons advanced have more to do with administrative regulation than the actual reason for the move.

An illustrative example is that of a girl, now 19 years of age, who was observed by various members of the project team and followed for the duration of the project. Admitting that all the moves could not be logged, such as leaving home and spending days and weeks with relatives, the official log still shows an impressive number of situational changes. In all, there were no less than 30 changes of locus. She has been exposed to the ministrations and competitions of her father and mother, five siblings, seven half-siblings, maternal grandparents, paternal grandparents and serial stepfathers, not to mention her contacts with orphanage, boarding school and boarding home staff, teachers and dormitory personnel.

The first move was to grandmother's home at age two with the advent of a sister and parental dissension. The most stable period of her life as far as domicile was concerned was a 3-year period from 1956 to 1959. Two years later, there were six runaway episodes terminating in jail.

She had 19 placements in five different education settings, with return usually necessitating change in adult relationship with both teachers and dormitory staff. Education from the eighth grade through the 10th grade required 5 years and was punctuated by no less than 10 interruptions in schooling, varying from a few weeks to several months.

This girl has been variably diagnosed as acute anxiety reaction, acute and chronic schizophrenia, psychosomatic disorder, depressive reaction and adolescent adjustment reaction.

A 19-year-old Indian student was referred to the boarding school school during the summer of 1960. The specific reason for referral is not clear, but a brief summary reports a history of gasoline sniffing, social movements and family ill health. He was placed on the waiting list and accepted for the 1961–62 term.

According to official records, this student's paternity is in doubt: two names are reported in the records and two different names are used by the boy and his mother. There is almost no official social history information available; however, a recent autobiography completes missing links and describes his movements so adequately for our purposes that it will be reported here completely:

> I was born in the year 1946 (on an Indian reservation). I grew up in the home in which both my parents and grandparents lived.
>
> When I reached the age of five I was placed by my parents in the Indian Mission. I lived and went to school from there for four years, at the public school.
>
> When I was nine my brothers, little sister, and parents went along with my grandparents to spend the summer in Minnesota. Everything had gone good all summer when one day my mother and father had an argument. My mother left my dad with my little sister and brothers.
>
> During the last part of October my mother and I left Minnesota and went to Wisconsin. My mother wanted to go up and see her brother, my uncle, who lived in a small town. When we arrived there we found out that he had moved to Milwaukee. So we stayed with relatives in the town, where I attended a country school. We stayed there from October until late February then we moved back to the reservation.
>
> When we got back (to the reservation) my mother put me back there we found out that he had moved to Milwaukee. So we stayed up at the Mission where I stayed for three more years. When I was in the seventh grade I enrolled myself at the Catholic school where I went to school for a year and a half. After that year and a half I ran away and enrolled back into the public school. During the last six or seven weeks of school I got sick and was in the hospital, in Omaha, for about two months.
>
> That summer was mostly trouble for me. I was in and out of jail. And the county judge had given me break after break. The last time I was placed on probation and said that I might go to Flandreau Indian School for the next four years. Right then I hadn't realized that I flunked the eighth grade and made out an application for Flandreau. I was accepted and was all ready to leave for school when I got into more trouble. I was taken to court and the judge sentenced me until the age of twenty-one at [illegible] Boys' Training School.
>
> I arrived at the training school thirty days after my trial. When I got there I was treated nice by both counselors and boys. For the first thirty days I did nothing, about all I did was peel potatoes along with the rest of the new boys. Then I was transferred out to another company, and then I began school. That's when I found out that I hadn't completed the eighth so I had to do it over again. I was graduated from junior high school the following spring (1961). I was in the training school for eleven months. Then I was paroled, I think, for a year and during that time I was to attend school and Flandreau.
>
> When I was finished with my first year I didn't plan to come back for the rest of the three. But I liked the school and returned every year, now I am a senior.

In January 1963 he was referred to the project when residential teachers complained of his uncooperative, defiant attitude. During that school year and the next he was seen eight times by a project social worker, once by the psychiatrist.

Teachers considered him secretive, impudent, sullen, restless, quarrelsome, slovenly, cowardly, irresponsible, resentful of criticism and a daydreamer. He was said to be guilty of lying and stealing. Work habits were poor and intellectual curiosity was lacking. He was not interested in or sought out by others. He has maintained a "D" average in most subjects and, although a senior, he will not graduate. Dorm staff have reported occasional incidents of lighter fluid sniffing and during the summer of 1963, he was hospitalized 2 months for lead poisoning associated with sniffing. Roommates assumed many housekeeping tasks because he refused to do these chores.

The clinic nurse reported his frequent visits for head and body injuries from fighting and other minor physical complaints. He bites his nails severely and he was considered to be a stutterer by the Speech and Hearing Clinic. Training school reports indicate that he had similar problems there. He learned to conform, but his personal habits and interpersonal relations improved less noticeably. It was also reported that his parole was delayed until the start of school because his mother was drinking heavily and "having unacceptable relations with many men."

Project staff noted that the student's closest ties have been with maternal family members. He understands the importance of proper behavior, but he has had little opportunity for identification with adequate males. The marked hostility for adult authority and the fact that the boy is a loner were also emphasized. Whenever possible he was interviewed on his own ground, i.e., in the dormitory or on the campus.

Shifting standards.—The second basic problem appears to be confusional cultural values or shifting standards. It is evident that there are distinct variations in the value orientations of the students, their relatives, the teachers, dormitory personnel and the administrative staff. It is not uncommon for the youngsters to be exposed to individuals of the lower three classifications (according to Hollingshead and Redlich [5]) on a daily, even hourly, basis. This necessitates the youngsters' meeting the standards of individuals of varying cultural backgrounds and value systems that are at variance with their own.

The following vignette is illustrative of the confusion of the child as he tries to determine who he is, where he is and what he is doing. Three Sisseton Sioux youngsters, ranging from 10 to 12 years of age, were traveling from the Pierre Boarding School to the reservation located in northeastern South Dakota. This conversation was overheard by the social worker:

> First Child: Did you know Sisseton was a reservation?
> Second Child: Sure, I knew that last year.
> Third Child: Did you know that real Indians live there?
> Second Child: Of course, we're real Indians—we can't be play Indians.

Students and staff at Flandreau were given the Kluckhohn Value Orientation Scale (6, 7, 16, 17). This technique measures the variant value orientations in four dimensions: Relational, man-nature, time and activity. The primary theoretical focus is on acculturation.

In the relational orientation, Kluckhohn sees the adult middle class as dominantly individualistic, preferring this orientation significantly to the collateral and lineal alternatives. In man's relationship to nature or supernature, the dominant American preference is for mastery-over-nature, preferred significantly to subjugation-to-nature and harmony-with-nature. In the time orientation, future is ranked first, present second and past third; all at statistically significant levels. In the preferred mode of action, Americans prefer doing in contrast to being.

A recent study of 52 teachers and 68 social workers, using Kluckhohn's device, yielded data on their value orientations which "coincided almost perfectly on all four orientations with the Kluckhohn analysis of general United States culture" (15).

Flandreau students were tested with this instrument in the regular classroom period. Of the 544 students then enrolled, 92 percent or 502 were tested. Preliminary analysis of the data shows that student value orientations as a whole are as follows. The girls differ significantly from the middle class in two orientations. They prefer the subjugated-to-nature alternative significantly to mastery-over-nature and to harmony-with-nature, as well as preferring over to with significantly. This is a statistically significant one-order reversal from the dominant middle-class preference for mastery-over-nature. The girls also have a significant reversal in the time orientation, preferring present to future and past.

Although the boys have moved away from the girls' position toward the middle class in the man-nature orientation, they have not achieved a statistically significant first-order preference for mastery-over-nature. The boys rank over first, subjugated second and with third. In the time orientation, again the boys seem to be transitional; they do not prefer present statistically to future, although they still prefer present and future to past significantly. Therefore, the boys have a position between that of the girls and the middle class.

In the relational orientation both sexes differ from the middle-class pattern of dominant individualism. The boys and girls both prefer collateral nonsignificantly to individual and prefer both of these to lineal significantly. Neither the boys nor the girls differ from the middle class in the activity orientation: all prefer doing significantly to being.

Thus, both boys and girls differ from middle-class value preferences in the relational, man-nature and time orientations, and the girls are much further from middle-class values than the boys. These differences support the Spindlers' hypotheses (19, 20) [illegible] vation in cultural change.

Class and tribe are not very powerful discriminating factors of themselves, but when paired with sex they reveal more significant differences. The freshman girls and the Sioux stand out distinctly as less acculturated. There is also evidence that the seniors, particularly boys, are more acculturated. It is reasonable to describe the boys as transitional, not highly acculturated to the middle class, but closer than the girls, whose choices resemble those of the urban lower class as studied by Schneiderman.

The staff of the school was also given this instrument and [illegible] protocols were completed, giving us a 90-percent sample. Staff value orientations coincide almost exactly with those found by both Schneiderman and Kluckhohn. The staff as a whole displays a middle-class pattern of value orientations, with some ambivalence in the second-order preference in the man-nature dimension and in their [illegible] future over present.

Taking just the 29 teachers, we see they are essentially middle class in their order of preferences, with the same ambivalence as the whole staff showed.

The dormitory staff, a total of 21 persons, differ from the staff as a whole and the teachers in the man-nature dimension only; they show a one-order reversal with subjugation-to-nature nonsignificantly preferred to mastery-over-nature.

Comparing the preferences of the students to those of the staff as a whole and to the choices of the teachers and dormitory staff, we see great differences. The students differ from the staff and teachers in the direction of the lower-class value orientations. The staff as a whole and teachers chose the individualistic, mastery-over-nature and future alternatives as their first-choice preferences, in contrast to the [illegible] first choices of collateral, subjugated-to-nature and present. The dormitory staff has a much weaker commitment to middle-class value orientations than the staff as a whole or the teachers as a group. Although three of the four first-order choices of the dormitory staff are the same as the middle class, only one of these differs significantly from the first choice of the students. The fourth choice, subjugation-to-nature, is the same as that of the students. All four groups prefer doing over being, but the teachers and the staff prefer doing more strongly, according to the statistics.

Kluckhohn postulates that nonsignificant preference indicates that the population is in a state of cultural transition. In light of this view it is extremely useful to have the analyses of variants, which indicate that a statistically significant gap still exists between the students and the staff as a whole and the teachers, and very few significant differences between the dorm staff and the students.

Evidence that value orientations influence one's responses to others has come from many sources—Spindler (18) and others. From the above results, we can predict that biases in cultural transmission occur. Certainly the teacher's class background and values may unconsciously distort his perceptions and expectations of the students.

Walter Taylor says, "All the brilliant teachers and all the most modern methods of teaching are powerless to insure transfer of the most elementary idea, unless the pupil himself places a value upon that idea or upon learning in principle." He feels that "the educator and the educational planner must know the values which are characteristic of the culture and which motivate the pupil" (21). He also feels that the teacher should work through the values of the pupil to make him want to learn.

Superficiality of response.—A "chameleon-like" response results as the youngsters attempt to match their values to the values of the people they face. Superficiality of response is encouraged with acquiescence to the exigencies of the situation only so long as is necessary to get by. Obviously, value systems could not then be deeply held but rather are used for the particular moment. Validation of this point is difficult, but the two following illustrations are advanced to suggest its existence.

A home economics teacher desired to impress upon the girls of her class the necessity for cleanliness. Since they were soon going to have a formal dance she asked each of the girls to pay $2 for the rental of the formals. Those who returned clean formals would receive 50 cents in change; those who returned dirty formals would forfeit the $2. Having second thoughts on this procedure, she had the girls write their answers to the question: "What should be the punishment if a girl returns a soiled gown?"

The answers elicited went like this: (1) She should be made to kneel on the floor for an hour. (2) She should be made to stand with her nose up against the blackboard. (3) She should scrub the floor with a toothbrush.

Another home economics teacher decided to check the same group of girls and asked the same question: "What should be the punishment if * * *"

The group responses she got ran something like this: (1) You should take the girl aside and talk with her. (2) You should sit down and find out the reason that it happened. (3) You should tell the girl not to do it again.

CONCLUSION

The authors contend that frequency of movement and the necessity to conform to changing standards can only lead to confusion and disorganization of the child's personality. The frequency of the movement further interferes with and discourages the development of lasting relations in which love and concern can permit adequate maturation.

This is approached as though it were an Indian problem. But it begins to appear that these are problems common to individuals who are dependent and/or neglected. It is our contention that "psychosocial nomadism" and shifting value systems result in inward disturbance. These findings are applicable to groups other than the population being studied as the patterns are similar to youngsters of different and deprived cultures.

Thus the dilemma in approaching individuals who have disordered homes and disordered behavior is how to get them to relinquish the dependency that we, ourselves, create in trying to get them well or educated. It is evident that if our findings are substantially correct there will be serious logistical problems in altering ignorance and poverty.

C. ACKNOWLEDGMENTS

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E. Haskell Institute, Lawrence, Kans.

1. REPORT BY EDWARD D. GREENWOOD, M.D., SENIOR CONSULTANT, CHILD PSYCHIATRY, MENNINGER FOUNDATION

THE MENNINGER FOUNDATION,
Topeka, Kans. [illegible]

Senator EDWARD M. KENNEDY,
Chairman, Senate Subcommittee on Indian Education,
Senate Office Building, Washington, D.C.

DEAR MR. CHAIRMAN: Please excuse the delay in [illegible] request. I debated as to what to include, and then [illegible] condensed statement of things which should be done to improve the program at Haskell. I stayed away from the numerous Indian problems which have been stated by a number of other qualified people.

Very sincerely,

EDWARD D. GREENWOOD, M.D.,
Senior Consultant in Child Psychiatry.

A. STATEMENT OF SUGGESTIONS FOR IMPROVING HASKELL PROGRAM

Instead of restating the plight of the American Indian, which has been done by a number of very competent anthropologists, psychiatrists, psychologists, sociologists, educators, [illegible] I prefer to make suggestions as to ways to improve the present program at one institution—Haskell.

1. There is a need to improve the intake procedure for students applying for admission. This would include complete records of the student's educational accomplishments and social adjustment in his previous schools. Adequate family history should also be included.

2. A number of students who enter Haskell have a variety of neurotic, antisocial, prepsychotic symptoms. Frequently little or no information is given to Haskell by the referring agency about these problems. Some students have had treatment prior to entering Haskell, but no such information is included in their records.

3. There is a need to upgrade the training of the [illegible] and dormitory personnel for work at Haskell. An in-service training for the staff, both Indian and white, should include Indian history and culture, as well as the psychology of normal and disturbed behavior of adolescents.

4. The ratio of counselors to students should be [illegible] more personal counseling will be offered.

5. The Indian Division of the U.S.P.H.S. should reassess the present procedure of sending a physician who is completing his 2 years of obligated service to take full charge of the health services at Haskell. If possible, it would be better to have a career PH physician assigned and have the assistance of a young physician who is com-

pleting his obligated service. I'm aware of the shortage of physicians, but I feel the need here is as great as any other area of the Indian service.

6. Better dialog, cooperation, and coordination between the B.I.A. and Indian Division of U.S. Public Health is badly needed.

These suggestions are offered for students planning to enter Haskell and those who are now at Haskell. Without making changes in the early patterns of child development and education, we will continue to have large numbers of students in postgraduate schools who are unable to make the adjustment, become dropouts, regress to a less adequate way of functioning, or become more involved with student protest against the establishment.

If some of these ideas are implemented, they should be done for a long enough time to evaluate the results. To establish a short-term research project, or a survey, or an evaluation project is not too helpful. What is needed is an intensive, well-designed program which incorporates our present psychological, sociological, and educational knowledge.

There are Indian groups who are considered clannish and reluctant to change. It can be said that some of the bureaucratic structures set up for Indians are just as clannish and reluctant to change.

EDWARD D. GREENWOOD, M.D.

F. Intermountain Indian School, Brigham City, Utah

I. PROGRAM REVIEW REPORT BY DR. CHARLES N. ZELLERS, ASSISTANT COMMISSIONER, BIA

A. INTRODUCTION

From November 18–20, 1968, a review team visited Intermountain School, Brigham City, Utah. The team members were Mr. James Froelon, education specialist (school management), who also served as chairman of the group; Mr. Ray Sorenson, assistant chief, division of curriculum; and Mr. Frank Corrigan, assistant chief, division of Pupil personnel services. The area office was unable to send a representative.

Intermountain School is responsible for providing an educational program for approximately 2,100 students. The academic achievement level of the students ranges from 1 up to 12 with the majority of students falling in the 5 through 9 range. The [illegible] at Intermountain School estimates that close to [illegible] should be involved in special education classes. (At present the facility and staff at Intermountain can accommodate [illegible] groups of children who are enrolled in special education classes.)

The administration at Intermountain School is well aware that the large student enrollment and the complex educational problems of the students present a tremendous challenge, and they are attempting desperately to provide a maximum educational program for the students. At best, however, the overtaxed staff and inadequate facilities are not able to meet the educational needs of 2,100 students.

B. ADMINISTRATION

For the 1968–69 school year the school was allocated $[illegible] which was $797,654 short of the $1,281,027 requested as the amount needed to run a minimum program; $102,559 is expected for the recent pay raise and this will reduce the deficit to $695,095. At the area's request the school pared $50,638 from their minimum program and this left a current deficit of $644,457 for a basic program. Personal service costs for the school amount to $[illegible]. Plant management will receive $421,500 for common service costs. These funds were included in the original allocation of $3,450,772. The school received the same fund allocation to the dollar as last year except for the pay increase.

One large administrative problem is caused by the arrival of hundreds of students without records of any kind. This school year there were over 600 such students. The staff has no way of planning the school program until the students arrive on campus. Not only does this create a problem with the opening of school each year, it also causes student morale problems as students cannot be [illegible] classes until testing is completed and transcripts and other records arrive.

There appears to be three reasons for students arriving without records:

1. They simply were not sent by area and local officials.
2. Public schools will not release records because of nonpayment of fees.
3. Some Bureau schools do not respond to request for records.

School leaders felt that the situation could be relieved if the area processed the applications early and sent them to Intermountain for review.

Part of the school's problems stem from the apparent neglect of the area office. The superintendent and principal get some direction from the central office, but they felt leadership and program direction from the area office were negligible. They feel there is a communication breakdown among the school, the area, and the central office and that they suffer as a result. The prevailing opinion is that the school should be under the jurisdiction of the central office. Again we heard the comment, "We do not know what our mission is, are we going to serve as a dumping ground for youngsters the reservation schools do not want, do we operate a vocational high school with some terminal training, or do we operate a comprehensive high school program?" The administrators favor the vocational education approach. In any event they favor an early decision.

C. CURRICULUM

The instructional program at Intermountain School is divided into four distinct areas:

1. Special education program: Staffed to serve approximately 100 students. At present the facility utilized by the special education classes is inadequate. The administration has had plans for some time to convert a warehouse area into four classrooms and an auditorium to meet the needs of special education students, but as of the date of the review team's visit the area had given no firm indication of support for the implementation of this remodeling program.

2. Ungraded program: This program is designed to meet the educational needs of students who are 15 years of age or under and are academically underachieving. Students in this program are assigned to self-contained classrooms. It should be noted that the classrooms utilized in this program are located in the dormitories and are encroaching on much needed space for student use in a home living situation.

3. Core program: This program is designed to meet the educational needs of students who are over 15 years of age but are underachieving and not academically ready to function in a regular high school program. These students are enrolled in remedial academic courses carrying high school credit and are channeled in the direction of vocational offerings. Students in this program receive 4 years of practical arts with the last 2 years being specialized in the vocational field of the student's choice. Some students in this program who do not meet the academic requirements for graduation from high school are awarded a certificate of attendance after 4 years or more in this program.

4. High school program: This program involves students who are achieving at a level that permits them to function in a regular high school program. The majority of these students are also involved in taking vocational classes during their junior and senior years. The few students who are capable and desirous of taking all academic work rather than vocational courses are permitted to do so.

It should be noted at this time that the two academic buildings that are utilized for the core program and the high school program are most inadequate and outdated to fulfill the necessary needs of an acceptable high school curriculum. These buildings are close to 25 years old and were not designed for the purpose for which they are now being used.

Many people throughout the Bureau of Indian Affairs reflect back to education workshops that were conducted at Intermountain and think that it is the showplace of the Bureau's education system. In reality, this facility was never built to accommodate an educational program, let alone one of such magnitude that it involves 2,100 youngsters. When workshops were conducted, only the best buildings were utilized and educational materials and equipment were in abundance, leaving the false impression that Intermountain School was the ultimate as an education facility. A closer look at the total educational facility at Intermountain reveals that it is an overcrowded, underequipped school struggling to do the best job possible under very adverse conditions.

The positive attitude reflected by the administration in striving to meet the needs of the students seems to be the greatest strength of Intermountain School.

The following observations were made concerning the instructional program at Intermountain School.

1. Special education program: This program represents a positive step being taken to meet the needs of students.

2. Nongraded program:

(*a*) Classes are scattered throughout several dorm wings making communication between teachers difficult. Although some of these class areas seem ideal for self-contained classrooms, they take away from the dormitories and student living areas needed to improve the students' home living situation.

(*b*) Addition of study carrels in some of these classrooms and teaching materials purchased with title I funds has helped to upgrade instruction in this area.

(*c*) The remodeling and equipping of three classrooms with title I funds has provided three large and adequate classrooms for this program. This innovation is truly an addition to the instructional program at Intermountain.

(*d*) The remedial reading program utilizing language masters, controlled readers, audex machine and teacher-prepared materials is providing a very adequate remedial reading program for a small number of students in relation to the total need of a remedial program.

(*e*) Two language laboratories are being utilized in the ESL program.

(*f*) Textbooks and supplementary materials in the nongraded program are short in supply and need upgrading.

3. Core program:

(a) Textbooks and supplementary teaching materials are in short supply and need updating in most discipline areas of the Core program.

(b) Practical arts and vocational classes are in need of supplies and teaching materials. Vocational offerings are quite extensive and provide many offerings for students involved.

(c) A driver trainer simulator was purchased with title I funds and has greatly expanded the driver education program to accommodate more students.

(d) The library facilities available for students in the Core and high school program are overtaxed and not available to all students.

4. High school program:

(a) Textbooks and supplementary materials are very short in supply. Textbooks in social studies discipline are outdated and not available to all students.

(b) Classrooms utilized by science discipline are inadequately equipped and furnished.

(c) Business education classrooms are overcrowded and cannot accommodate the number of students desiring to take these courses. Teachers in this discipline area are anxious to have course offerings expanded to meet student needs.

(d) Mock store arrangement in home economics program is very innovative and provides for actual experience of students involved in this program.

(e) Quality foods program does not have provision for boys becoming involved.

(f) Equipment utilized in the school kitchen is very obsolete and not functional to support the needs of the feeding program.

5. Fine arts program is very innovative and is meeting the needs of many students in the areas of music, art, and drama. The cultural arts program is operating under a handicap due to lack of communication and cooperation in scheduling of students' free time with the pupil personnel services department.

6. The student council is organized and functioning as the governing unit of the student body. The executive members of the student council are aware of their official responsibilities of conducting student body business and are acting in this capacity.

In summary, the Intermountain instructional program has several innovative features and these attest to the aggressiveness of the school in seeking to meet students' needs. Title I funds have been of great assistance in this regard.

8. PUPIL PERSONNEL SERVICES

The guidance department at Intermountain is organized in the traditional manner. A guidance branch head at the GS-13 level supervises approximately 115 persons—16 teacher counselors, 15 supervisory instructional aides, and 81 instructional aides.

Despite a fairly strong staff, the components we would typically consider a part of pupil personnel services suffer from a degree of fragmentation that could be resolved through a unified program approach. An example which should highlight the discrepancy is the fact that the recreation program in each dormitory after school depends, to a large extent, on the leadership exerted by the supervisory instructional aid. As such, the programs and activities for a single dormitory group will vary with the skill, interest and time of the supervisory instructional aide and his/her staff. This situation is described, not to disparage their efforts but to illustrate the variety of pressures on an already understaffed dormitory team and argue for an augmented student activities program with a full-time director and adequate staff.

In addition, guidance personnel are compelled, under the present organizational arrangement, to function as disciplinarians, supervisors, and counselors. Discussion on this point with the guidance branch head, Mr. Daniel Salmaunt, was both interesting and provocative. He feels the roles are not inconsistent, using parental love and guidance as an analogy, but was interested in learning more about pupil personnel services division thinking in this area. He felt his staff possessed those qualities necessary to enable them to function in several capacities. Mr. Salmaunt was familiar with some of our ideas and programs and expressed keen interest in the guidance meeting he had heard Washington hoped to call. Recognizing that some changes in their organizational setup might be possible, Mr. Salmaunt looked forward to such consultant help for different ideas and recommendations in this regard.

Placement services equivalent to those supposedly provided by employment assistance are conducted primarily with education funds and staff. Three placement officer-counselors and two clerks function from a separate office under the direct supervision of the Superintendent. In addition to full time placement and training opportunities, the office is responsible for weekend and summer job placement. Some students are transported as far as Ogden for Saturday jobs in homes, etc., while the Air Force base nearby offers other job possibilities. In past years this source (the Air Force base) had been more fruitful than at present in terms of job possibilities for students.

An inquiry of the students' tentative plans are made by the placement staff using the form attached. A leaflet is also attached to illustrate the type of public relations this office does.

According to the staff at Intermountain and the perceptions of the team there is a need for thorough review and assistance in the area of special education. A team consisting of one or two special education representatives and a psychologist should address themselves to identification and screening procedures and remain to aid in the formulation of policies and programs relevant to the students' needs. Attention might also be given to prevocational and vocational planning for potential graduates through resources such as vocational rehabilitation, etc. Facilities represent another significant problem as space is available but will require refurbishing. A general policy determination regarding acceptance of special education students may be necessary as well because of the necessity for more than tacit recognition of the role of Intermountain in serving youngsters requiring special education services.

Although the staff at Intermountain is not adverse to fulfilling any of several special education functions, they do want, and rightfully so, a policy enunciating their specific responsibilities. Concomitantly, the Area and Central Office would have to acknowledge the added burden that programming for exceptional children places on the presently limited staff both from a curriculum and pupil personnel services standpoint. Without adequate resources to effect a quality school program for an average student population, it becomes proportionately more difficult to assume responsibility for a large number of students with special education needs. Of course, much the same statement could be made about other BIA schools, but the matter is made explicit by virtue of the student referrals made to Intermountain from the Navajo area.

I. SCHOOL HEALTH

An excellent relationship appears to exist between Intermountain administrative staff and health personnel of the Indian Health Service.

The fact that the IHS offices are located in a wing of the Intermountain complex expedites communications and students referrals. Dr. Leopardi, the medical officer in charge, has a great interest in the school program and meets frequently with Miss Victor and her administrative staff. At present, Dr. Leopardi is developing a design for a model school health program to be implemented at Intermountain and indicates he is receiving the utmost cooperation from the school staff and nearby community resources. He was particularly pleased with the speech and hearing project the university was conducting at Intermountain and the consultative role Dr. Enoch G. Dangerfield was adopting with the instructional aides. For reference, Dr. Dangerfield's address and telephone number are, 1960 East 1st South, Salt Lake City, Utah 84102. Telephone: 801-328-0732. Dr. Dangerfield explained that his initial efforts had focused on the possibilities of individual therapy but he quickly realized that this was less productive for most students than consultation with instructional aides who have daily contact with them. In a few cases he is conducting individual therapy but feels communications, reliance on the medicine man and the like cause the in-service training with instructional aides to be more fruitful.

All representatives of the health services staff seemed to agree with the contention of the school staff that recognition of the special composition of the Intermountain student body with a concomitant increase in pupil personnel services staff at all levels was the single factor which would contribute most to the schools ultimate success in meeting the needs of these students.

An increased number of instructional aides are needed along with opportunities for career development for this staff. In-service sessions with Dr. Dangerfield have been helpful but should be expanded. Although professional guidance personnel were present at the session that Dr. Dangerfield was conducting when this visit was made, the emphasis was placed on problems the instructional aides were encountering. While this focus is noteworthy and should be continued, it would be helpful if a more complete partnership between professionals and para-professionals could be fostered.

The entire layout of the Intermountain facility, particularly with reference to student living quarters, is less than ideal in terms of student traffic patterns. Frequently, students in moving from classes to their rooms, the dining room or recreational activities are compelled to pass through dormitory areas. This situation seriously curtails the individuals privacy and accentuates a problem of stealing. With so much traffic by living areas it is difficult to supervise these areas carefully and students are forced to place all personal effects under lock and key. Evidence of this fact was the barren appearance of walls and bureaus especially in the boys living area. One staff member explained that students who made picture frames and similar items in the shops were reluctant to display them at all because of the theft. Admittedly this is a problem that would be difficult to completely eliminate in a school this large, but door locks and peer pressure might be utilized to reduce the problem. With some resolution of this issue, efforts might then be undertaken to enhance the level of appearance of the students' rooms.

There is an urgent need to incorporate a number of special projects into the basic program. At present, several projects with varying funding cycles are helping to keep them solvent.

Two illustrations are:

1. Speech and hearing: Through university and [illegible] contract personnel this project is providing diagnosis and treatment and arranging in cooperation with the Indian Health Service for surgery.
2. School social work: Two teams of graduate social work students under a university supervisor are available for staff and student consultation on a limited basis according to the following schedule:

   (*a*) First year graduate students—20 hours per week in group casework with an approximate caseload of 20.

   (*b*) Second year graduate students—15 hours per week in individual casework with an approximate caseload of 5.

These students have aided in after school and recreational activities in some instances. Their university supervisor is enthusiastic about the potential of the project and is anxious to see Intermountain employ some of the program graduates who would appear to be ideally suited to such a role. Among other things, their training includes visits to homes and with social workers on the Navajo Reservation. The team felt there was need to coordinate and integrate these community services more fully. With improved communications and increased awareness of the potential contribution of the pupil personnel disciplines represented at Intermountain, the students would be the beneficiaries. To fully implement pupil personnel services at Intermountain, [illegible] guidance counselors would have to be added in significant numbers.

A comprehensive testing program is being undertaken at Intermountain on an experimental basis. In addition to reviewing the predictive validity of past tests, this program is intended to seek new avenues for personality and aptitude measurement and should be strongly encouraged.

A psychologist heads this one man evaluation unit and would be appreciative of any pertinent information or research from other BIA personnel. From discussions with other school personnel, it is apparent that improved communications would enhance this person's value too. Not too many staff members were aware of the role of the psychologist.

F. RECOMMENDATIONS

1. The central office should interface with the Navajo area office to bring home the enormity of the problems created when large numbers of students arrive at Intermountain without records of any kind.

2. A decision needs to be made soon about the direction of the school and the type of student it will serve. At present Intermountain School has such a varied student body that it is impossible for the present staff and facility to meet all needs of all students.

3. The services of the area employment assistance officer are needed to work with the junior and senior students in developing plans for vocational training after graduation.

4. The implementation of a prevocational cooking class would provide an opportunity for boys to become involved in the foods and baking program.

5. Communications between the academic and pupil personnel services departments can be improved to better meet the needs of the students.

6. Reduce the student enrollment at Intermountain School to 1,500 students to give relief to an overcrowded facility.

7. Make $25,000 available to Intermountain School for the purchase of necessary textbooks and $1,000 for the administration of an academic achievement test.

8. Consideration should be given to the need for construction of an academic building so the school can schedule classes in the same general area. The present plant, an old Army hospital is not conducive to efficient scheduling and management.

9. There seems to be adequate usage of the placement services, however, it is suggested that placement services as they function at Intermountain would benefit from:

(a) Resumption and strengthening of the employment assistance office liaison. Increased involvement by employment assistance officers could relieve the present ad hoc office for part time and summer placement, occupational information discussions and other such activities.

(b) Those activities not within the purview of the employment assistance office should be part of the pupil personnel services component.

(c) Incorporation of more visual aids, occupational materials and the like in this aspect of the program. With the instructional service center on campus easy access to many current materials should be afforded.

CHARLES N. ZELLERS,
Assistant Commissioner (Education) Bureau of Indian Affairs.

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G. Magdalena, BIA Dormitory, Magdalena, New Mexico

1. REPORT BY DR. PATRICK LYNCH, DIRECTOR, EDUCATIONAL SERVICE CENTER, ALBUQUERQUE, N. MEX.

EDUCATIONAL SERVICE CENTER,
Albuquerque, N. Mex., January 29, 1969.

Senator EDWARD M. KENNEDY,
Chairman, Indian Education Subcommittee,
Senate Office Building, Washington, D.C.

DEAR SENATOR KENNEDY: This report was sent to the principal of Magdalena BIA dormitory. We were invited to talk with the staff by the principal in October of 1967. We detected a great amount of anxiety on the part of the staff about the older Indian boys. The staff realized that the disciplinary situation was so severe that older boys were building and expressing great hostility toward the staff. Involved and lengthy stories which ended with a hint of near sexual assaults were told. It is probable that the woman staff member relating the material was indulging in as much daydreaming as reality.

Restraints existed in the dorm which included the following:

1. Game supplies which were missing pieces or damaged were not replaced, so as to teach the Indian children, in the words of the staff members, what happened when they didn't take care of their property.

2. The piano was locked up in a room and was not used, lest it be damaged.

3. Television was allowed on for 1 to 2 hours a day only when the students "behaved."

4. One student in the entire dormitory was allowed to display any personal belongings—in this case the student was an artist and was allowed to hang three or four of his works in his room. All other rooms resembled Marine barracks quarters.

5. Students were not allowed to hike or to walk after dinner lest they run away. No hikes, track experiences, or walks were scheduled for Saturdays or Sundays for the same reason.

6. All students, including the 21-year-olds, were to be in bed by 9 p.m.

7. Students were not allowed home on weekends except for very special reasons. Parents were not encouraged to come to the dorm at any time except to take the student home, lest the boy or girl be tempted to leave school.

8. No physical activities or recreation activities were scheduled for any time. No clubs, no student organizations, no trips, nothing to break the monotony of student prison life existed.

9. Staff complaints were excessive about student behavior, which in truth appeared to be very commendable, considering the prison-like atmosphere. Staff counselors were extremely critical of students.

10. No decorations, art work, rugs, or furniture arrangements were used to make the dormitory seem like something other than the dreariest of jails.

11. For every positive verbal recommendation, a rejection was offered. Parents could not be brought in because they were too irresponsible and too interested in drinking. Students wanted only to run away or break things, etc.

Dr. James Porterfield of the Educational Service Center forwarded this enclosed two-page set of recommendations to the principal of the dormitory in November 1967. We have had no reply from the dormitory people since then.

The articles on the Navajo dormitories appeared in the Albuquerque Journal on December 18 and 31. The articles were staff written by the Gallup Independent News and quoted Dr. Bergman.

Sorry to have been so late with this. If you need anything more, let me know.

Sincerely,

Dr. PATRICK D. LYNCH,
Project Director.

Inasmuch as the Magdalena dormitory and its relationship to the Alamo Reservation seems to be a unique situation; and inasmuch as the main reservation roads have been improved; and inasmuch as electricity has recently arrived on the reservation, are resulting in improved living conditions; and inasmuch as the dormitories are within approximately 35 miles of the children's homes, I would like to propose the following policy change for your consideration and approval.

Proposal: I propose that we bus all children home each weekend.

The children would enjoy an early evening meal at 4 p.m. and board the homeward bound busses at approximately 5 p.m. each Friday. The children would board the dormitory bound buses Sunday at approximately 4 p.m. Upon their return to the dormitory a warm bath, clean clothes, good food and a planned evening of fun would await them. The local public school bus contractor would charge approximately ($150.00) Four-hundred-fifty for each weekend of service.

I feel a number of advantages and values would result from such a policy change.

1. *Break the monotony of the seven day week at dormitory.* Going home for the weekend would add variety to the children's lives and I think they would return to school on Monday with renewed interest and purpose, bolstered by parental love and encouragement.

2. *Provide adult education.* One of the greatest sources for growth and change in any culture is the young people going forth and returning home with new ideas, new ways of doing and thinking. Sending the children home each weekend would in effect be a 266 tenticaled educational octopus reaching into the homes on the Alamo reservation. One of the great problems on the reservation is the gap in knowledge and understanding which exists between children and parents. The children being at home on weekends would tend to reduce this gap, while staying in the dormitory can only increase it.

3. *Provide for parental rights.* I think every parent has the right to expect his cultural values to live on through his children. The children being home on weekends would provide this opportunity to the Navajo parent.

4. *Provide for Parental responsibility.* I think it is expected in our society, to be realistic, that every parent has the responsibility for the welfare, growth and development of each child he begets. A seven day week in the dormitory leaves the parent no opportunity to fill, even in a small measure, his parental role. If the Navajo family unit is to find a place in the American way of life and to "walk in dignity," it must realize its family obligations and accept them. The children at home on weekends would help.

5. *More effective use of staff.* If the children were home on weekends a more effective use could be made of the staff during the week. Time off would be taken Friday night, Saturday and Sunday, thus providing for more staff on duty while the children are here. I feel this would make it possible for us to more effectively meet the needs of the children and prevent behavioral problems from developing.

6. *More effective use of funds.* An R.I.F. would be in order for the Food Service Department and probably in guidance personnel. There would also be a saving in food costs. All of this saving would far exceed the cost of transporting the children home each weekend.

7. *Better Roads.* I'm sure the increased use of the main reservation roads by school buses would lead to further improvement, thus leading to general growth and development for all facets of life on the Alamo reservation.

I believe these and other advantages would far out-weigh any disadvantages which might be inherent in a program calling for these children to be bussed home for the weekends. I also believe that two-thirds of the parents would quickly approve this proposal and the remainder would accept it when properly presented and explained.

I respectfully submit this proposal and urge your favorable consideration and approval.

II. Mount Edgecumbe Boarding School and Wrangell Institute, Alaska

1. REPORT PREPARED BY ELINOR B. HARVEY, M.D.

My position has been consulting psychiatrist at Mount Edgecumbe Boarding School, attending there once or twice each month for 2 to 4 days at a time for the past 7 months. My work has included individual and group discussions with the superintendent, principal, supervisory teachers, teachers, dormitory personnel, guidance Department, students, Mount Edgecumbe Hospital personnel, and native people in the community.

The essence of this report is a follows:

1. Mount Edgecumbe Boarding School should be replanned as a demonstration school.

2. For this purpose consultation services and advisory councils in various areas are needed.

3. During my 7 months of work, at the boarding schools, there has been a constant demoralizing effect from "the freeze"; desperately required personnel, services, buildings, repairs, are not being provided. School personnel attempt to fill in the gaps but the students are deprived of necessary services.

The following report is an attempt to demonstrate the present situation as well as what the possibilities could be, were the funds and appropriate personnel available.

INSTRUCTIONAL AIDES (DORMITORY PERSONNEL)

This group, mainly native people, is underpaid and understaffed. For the approximately 600 students, 300 male and 300 female, a minimum of two aides per floor at night (11 p.m. to 7 a.m.) is required; three would be far preferable. At present, one aide frequently is alone on duty for the whole dormitory at night; sometimes there are two. Night problems of various kinds are the rule rather than the exception; these consist of nightmares, worries, sleeplessness, occasional bedwetting, and many more. Sometimes discussions of great import to the students are possible only at night.

These people need to be considered on the same level as the teachers, since the training they provide for the students is as educational as the more formal schoolroom work. A higher pay scale plus continual training while working is required. They frequently hold the key to a student's difficulty in learning. This group, already alert and concerned, recently suggested students' meetings to provide an informal forum for the use of the English language plus an outlet for discussions of many kinds.

As the aids develop their skills, receive more pay and feel more on a level with and working more closely with the teachers, they will provide for the students a group of native people with self-respect, who have found a place in the community. Many students may find it possible to identify more closely with these people, thus finding reason, both consciously and unconsciously, for positive educational goals.

B. ADMINISTRATION

A top-level administrator is needed as superintendent, someone with training and experience in motivating staff and students. He must be encouraging, innovating and stimulating in his approach, since students are unprepared by anything in their life experience not only for education offered but the future that education may bring.

As administrator, he needs also to be prepared for the various forms of aggressive behavior such as suicidal attempts and alcoholism (self-destructive forms of aggression) as well as defiant behavior. He must lead in turning these drives into constructive channels as part of the education process. The present superintendent, in his permanent post for only the past month, may well prove to be such an administrator.

TEACHERS

Workshops are provided for the teachers during the summer months when school is not in attendance, and once during the school year. The latter workshops in January 1969 had very few teachers from Mount Edgecumbe Boarding School and none from Wrangell Institute, since they were needed at school. This is totally inadequate for the stimulation and innovation needed to think through the educational process based on sound psychodynamic and sociologic understanding.

Funds are required to provide educational psychologists for these schools, to be constantly present, in residence, aiding the teachers in their daily approach as well as long-range planning. The type of personnel needed could be attracted were the schools considered "demonstration schools".

We who are concerned with teaching the Indian, Eskimo and Aleut children have still other factors to consider of vast cultural and economic differences between the middle-class Caucasian and this group of Alaskan children. Many are brought up to respect and identify with the men and women of a hunting or fishing culture who have little use for academic education. Others whose culture has suffered under the economic impact of the Caucasian (non-native) have lost respect for their families and their accustomed ways. Many of these families are destitute or have alcoholic parents. The children of these families have little or a faulty source of early identification, which is a prime requisite for ability to learn in any way. A simple example is that of the male student who is raised in an environment where masculinity is equated with the level of success in hunting; in such a community or home, book learning takes second or third place. A student from this background might be patient enough to sit through classes for years because he had been also taught respect and obedience to his elders, but he may never learn much of what is being taught in the classroom.

My background is that of child psychiatry for the past 17 years preceded by 10 years of pediatric practice. The field of child psychiatry of necessity includes consultation with community agencies such as schools, health department, welfare department, department of [illegible] tions, and so on, including social and community agencies. From this has emerged my concept of learning as based in the following: (1) the vast majority of children are born physically equipped to learn from their living situation in the home, and academically in the school. (2) they are curious and investigative, using all the senses to satisfy these drives. This takes an aggressive quality in the sense of reaching out or going after materials or situations to answer their questions. Thus (1) and (2) are inherent in most individuals.

As the infant grows into childhood, he perceives the adults and older children in his environment in terms of their self-evaluation or respect for themselves. He perceives "what they do more than what they say". As he observes, he absorbs these attitudes into himself, at first loosely, but gradually fixing them into his personality. If there is considerable self and family derogation, it would naturally be too painful to bear; and unconsciously a child would build up a defense system to protect himself from the pain of those feelings as well as an attempt to keep others from knowing how he feels. This whole process understandably takes a vast quantity of psychic energy, diverting it from the previously mentioned natural drive to be inquisitive and learn from one's own and others' experiences. A concomitantly vitally important result is inability and refusal to trust one's own senses, observations and experiences since the important self-picture obtained from the immediate environment of family carries a very low esteem.

Also, although this is admittedly an oversimplification of the process, the active quality previously described of reaching out to learn about the environment is now turned inward against the despised self, eventually resulting not only in nonlearning but in inability to adjust back to the home environment or any other. Alcoholism, suicidal attempts and other self-destructive devices are logical results of this story of mal-identification.

The picture of poor self-esteem derived from the low status of the individual or village, as part of the totality of the State of Alaska, is the background of most Eskimo, Indian and Aleut children. The major job to be done starts here. The upgrading of the status of the native people in their villages is, of course, not within the scope of this report.

D. INTEGRATION

Much could be expressed on this point. The students cannot be prepared for and cannot understand "the outside world" in an environment separate and distinct from students of other races and separate from the community of Sitka. In my opinion, dormitories at regional high schools may provide a somewhat improved environment, but those who live in the dormitories will still be considered different and will consider themselves different unless the dormitories are integrated.

Although the boarding schools are available for enrollment of non-native children, this fact seems little known and very few attend. As funds are available for upgrading the schools and providing truly innovative instruction, many more may be attracted. An additional fund is required to provide an educational community job in Sitka and in any area where a regional high school is to be built. This would be a service to the community as well as the schools.

My proposals for improvement include:

1. Inclusion of the available native people as one of the advisory councils, in all planning for the school: financial, educational, living experience, food management, maintenance. This will help raise the self-esteem of the students, so vital to the learning process.

2. Although there is an advisory council from the University of Alaska working on the educational problems of the boarding schools, its effect has not been sufficiently apparent during the working days of the school year. It needs the implementing arm of educational psychologists at the schools constantly, as mentioned above, and other personnel considered necessary by the advisory council as necessary for the ongoing job.

3. Consideration should be given to temporarily dispensing with classes. Students, teachers, native peoples, school doctor and nurse, dormitory and guidance personnel must meet together in small, informal groups for several months in an attempt to decide what is to be taught and how. This, in itself, is an educative and a democratic process. To be encouraged to express ideas in English, and to be sincerely listened to, will promote knowledge of English.

Another feature, as in point 1, is the gain in self-respect of each student so involved, while the teachers will learn how these students react to their teaching; it will give the student a responsibility for aiding in designing his school curriculum and rules for his everyday living while at school.

After the first year of attempting this, a lesser period of time at the beginning of each school year might be allowed for these planning programs. No time from academic education would be lost since hopefully the time wasted in the classroom by "lack of motivation" might be cut very low.

Such ideas as holding classes outdoors for these children who are accustomed to being outdoors might be of great value in many fields, notably science, art, mathematics, physical education, psychology and philosophy.

4. To truly innovate and guide this process would be needed educational psychologists, social workers, a psychiatrist, and an anthropologist.

5. Because of "the freeze", the social worker in residence is assigned two jobs, the second one being that of personnel director. The latter capacity occupies the major part of his time. In reality, then, the school has very little social work service.

The guidance department does not have a clerk; the two full time guidance personnel are involved in vocational guidance to such an extent that counseling is at a minimum from this department.

The need for the social workers and the guidance personnel is self-evident. These people can also help provide a focus for integration of services: at present, each group, whether teachers or dormitory personnel or hospital personnel, feel that they are working essentially alone, unaware of the efforts put forth by the other departments. This in itself is destructive to morale as well as the attempt to provide an integrated (in contrast to fragmented) service to the student. [illegible] must be provided.

My work as consulting psychiatrist has been hampered by lack of conferences with those who have been involved in such work for even longer periods of time. Notable is Dr. Robert Bergman, working in Arizona. Funds have not been available for this purpose.

The plan offered is no panacea for personal and many other problems. It is suggested as (1) a beginning resolution of the students' low self-esteem now defeating the educational attempts: and (2) the opportunity for constant revision as needed.

6. Attention should be paid to the Sitka branch of the Alaska Native Brotherhood's attempt to advise and guide the administration of the school. The families of these people offer a valuable adjunct if integrated as part of a "foster parent" arm of the school. They may also offer the beginning of an entirely different way of planning for the future of those students who must leave home for a high school education. This plan would be a network of supervised native and Caucasian foster homes for all of these students, with attendance at local high schools.

ELINOR B. HARVEY, M.D.

F. WRANGELL INSTITUTE

Wrangell Institute, a boarding school for Indian, Aleut and Eskimo children 9 to 16 years of age, is located 5 miles from the town of Wrangell in southeast Alaska. Formerly the Institute accepted children from the age of 6 years. They came from villages where no schools were available. Even at 9 years of age, absence from parents for 8 or 9 months of the year can only be traumatic.

The population of Wrangell Institute is over 200 children, at present mainly handicapped in some way, with hearing or visual handicaps, "social referrals" and some who were considered "mentally retarded" prior to admission.

In my opinion, the entire operation is hampered by lack of funds leading to inadequate salaries of dormitory personnel, lack of social services, lack of adequate consultation. The physical plant is too small and geographically inappropriately placed.

The space in the dormitories is not adequate for this many children. No provisions are made for active outdoor play, "misbehavior" is the result for many, with its resultant punishments.

Sixteen teachers are not sufficient for this many handicapped children. There is one special education class with 12 children. Other classes range up to 28. There is no mobility out of the special education class to allow other children the advantage of this type of teaching.

Dormitory staff are inadequate in number and caliber. Salaries are too low to attract men and women to do this tremendous job.

There is no educational psychologist to aid in any teaching innovations, no social worker except for one week per month beginning one month ago. My services as psychiatric consultant have been limited to two visits within this school year with one more planned for April. The Alaska Area Native Health Service of the Indian Health Service of the Public Health Service delineated that for each visit to Wrangell Institute, I must deduct one visit from my program with Mt. Edgecumbe Boarding School, due to the limited sum of money available for this psychiatric program for both schools. My time has been used primarily for staff, individual and group consultation with very limited time for individual student evaluations. The staff has been eager for this type of consultation. There tends to be as much depression and frustration among the staff as with the students because of lack of space, facilities, money and personnel.

Physical examinations, auditory and visual aids, psychological testing, and psychiatric evaluations are necessities at the beginning of each school year.

It is my conclusion that Wrangell Institute should be moved to Anchorage or Fairbanks near a teaching institution where all types of consultation are available, and innovation in teaching methods can be carefully considered and tried. Also, it is my belief that the school should be limited to children of seventh, eighth, and ninth grades, and include children of any race who have educationally handicapping conditions. At this age, it is less traumatic to be away from home, most advantageous to become accustomed to corrective devices and special education. These students will, then, be better equipped to learn in high school. Association with children of all races is vital for improved self-esteem.

ELINOR B. HARVEY, M.D.

I. Oglala Community School, Pine Ridge, South Dakota

1. EVALUATION OF OGLALA COMMUNITY BOARDING SCHOOL, BY DR. HAROLD KOCH AND DR. BERT SPEECE

CHADRON STATE COLLEGE,
Chadron, Nebr., January 28, 1969.

Senator EDWARD M. KENNEDY,
Chairman, Special Subcommittee on Indian Affairs,
U.S. Senate,
Washington, D.C.

DEAR MR. CHAIRMAN: After a long delay, I am sending to you our evaluation of the Oglala Community School at Pine Ridge, S. Dak. We tried to be honest in our own simple terms.

Our first impression at Pine Ridge was that the staff was not interested in the problems of the students, and we felt they did project this attitude to the students. At the end of our 2 day visit, we were of the opinion that much of this attitude was caused by the actions of the student body.

After February 15, my schedule will allow me time to do a follow up at O.C.S. and to investigate the problem at Alliance. If you have any special instructions, please forward them in the near future.

I am sorry for this great delay, but my schedule would not allow me any free time to complete this report any sooner. It is our hope that this report will be of value to you.

Sincerely yours,

PROF. HAROLD H. KOCH.

A. EVALUATION OF OGLALA COMMUNITY BOARDING SCHOOL, PINE RIDGE, S. DAK.

Visitation dates: December 11-12, 1968.

Visitation team: Dr. Harold H. Koch, chairman, Division of Education and Psychology, Chadron State College, Chadron, Nebr., Dr. Bert Speece, associate professor of psychology, Chadron State College, Chadron, Nebr.

The following data was collected by visiting with administrators, guidance counselors, teachers, and dormitory personnel. In addition, the visiting team solicited reactions from students individually and in a 1 hour closed session. It is our feeling that in order to do a thorough evaluation of the school system, we should have spent at least 5 days at the school. Our schedule would not allow this amount of time, but we do plan to follow up with at least a 1 day visit in January. The results of that visitation will be forwarded to you.

Wherever possible, this report has been written in outline form to make it more feasible for your utilization.

A. The student population:
  1. Current enrollment by tribe and state
  2. Enrollment 1968-69:
    (1) Elementary grades 1-8 .... [illegible]
    (2) Secondary
      (a) 9th grade, September .... [illegible]
          Dropped by end of 1st quarter .... [illegible]
            Total .... [illegible]
      (b) 10th grade enrollment, September .... [illegible]
          Dropped by end of 1st quarter .... [illegible]
            Total .... [illegible]
      (c) 11th grade, September .... [illegible]
          Dropped by end of 1st quarter .... [illegible]
            Total .... [illegible]
      (d) 12th grade, September .... [illegible]
          Dropped by end of 1st quarter .... [illegible]
            Total .... [illegible]
    (3) Total enrollment, September:
      (a) Elementary .... [illegible]
      (b) Secondary .... [illegible]
            Total .... [illegible]
    (4) Total enrollment end of 1st quarter:
      (a) Elementary .... [illegible]
      (b) Secondary .... [illegible]
            Total .... [illegible]
    (5) Last spring 200 students were pre-enrolled for the [illegible]. Of this number only 132 actually enrolled in September [illegible].
  2. Criteria for enrollment on basis for student selection:
    a. Part played by governmental officials in determining student enrollment:
      1. All students in the community can attend [illegible] limitations are placed on enrollment.
      2. Anyone living on the reservation [illegible] the school.
    b. Part played by parents, students, and [illegible] ing school enrollment:
      1. Parents can send children to [illegible] off of the reservation. Some [illegible] like Holy Rosary Mission [illegible] with above average ability.
      2. Parents do not see the value of an education; therefore, they do not motivate their children [illegible].
      3. The environment of homes and the community definitely take away from the incentive of a student to attend school regularly or to enroll at all. When students see their parents and others loafing [illegible] each day in the community of Pine Ridge, it has an adverse effect upon their school enrollment.
    c. Educational history of student (representative sample):

3. Student expectations
   a. The majority of the high school students appear to have no clearly defined educational or vocational goals. When asked what they would do after graduation from high school, a good many replied that they would get a job, but were not specific about what kind of a job. Many of the students have the ability to go on to college work as indicated by their standardized test scores. Follow-up studies indicate that few will achieve success in college.
   b. The boarding school system is about the only way many of the high school aged youth could receive secondary education. Admittance to the boarding school for secondary students is on the basis of (1) poor social conditions in the home or (2) the student has no high school within a reasonable distance from his home. In the case of elementary pupils, the only reason for admittance to boarding school is an undesirable home environment. The main advantage of the boarding school to students is the availability of ample food, a warm clean bed, and adult supervision.
   c. There is some question as to whether attendance at the O.C.S. changes the pupil's view of his role on the reservation. No statistical evidence is available that there is a change. It is probably true that tribal leaders will be chosen from the better educated members. It is very doubtful that attendance at O.C.S. breaks down tribal loyalty in any way.

II. The Educational Program
   1. Goals and philosophy of the school
   2. The school program and curricula
      a. Academic and/or vocational (how is it organized)
         1. A copy of the daily schedule and course offerings for the 1968-1969 school year is included in this report.
         2. The curriculum (Supplement 4) is academically oriented—very similar to public schools in the area. (For communications departments do exist, but not to the extent that department heads exist.)

At the present time, the elementary school has an acting principal who is a regular classroom teacher. She has a teacher's aid to assist her.

The secondary school has a principal and a director of secondary education. The daily routine of the secondary school is under the direct supervision of the director of secondary education, Mr. Conrad Bickanew.

Each student enrolled in the school must enroll in courses required by the State of South Dakota. In addition to those requirements, the administration has the following requirements for graduation:

a. 4 years of English (1 year can be Journalism, Speech & Drama, etc.)
b. 1 year of Mathematics
c. 1 year of Science
d. 1 year of American History
e. 1 year of American Government
f. 1 year of World History
g. 2 years of Physical Education

If a student carries four subjects each year the basic requirements would total 11 of the 16 units required for graduation. This leaves very little flexibility in planning programs to meet the needs of individual students.

b. Relevancy and adequacy of program to student needs and expectations. As stated above, the curriculum is basically college preparatory. During the freshman year each student is required to take a course in the practical arts; but, the advance offerings in this area are very limited. During our visitation with students, they expressed a desire for courses which would better prepare them to go directly to employment. The present curriculum has no department which is providing terminal education. Students graduating with a background in business are not ready for employment without further training. An expansion of the business and the practical arts department is needed.

It was very evident that the high dropout rate in the freshman year is caused by academic failures. In the elementary school the program is adjusted to the needs of individual students; but, when they enter the secondary school they must all meet the same standards. This problem could be solved by adjusting the secondary program to meet the needs of all students. This would require an expanded curriculum, more and specifically trained staff members and additional facilities. If this was made possible by the Bureau of Indian Affairs, each student would be able to begin his secondary education at his own academic level.

Another factor in the dropout rate could be the number of required courses. Sometimes, in education, we cause dropouts by requiring courses which have very little meaning to students. Our prime concern should be meeting the needs of individuals rather than satisfying specific course requirements.

In the Oglala Community School, the size of the school [illegible] limitations to be placed on who can enroll for certain courses. Although each student supposedly has some free elective in his high school program, scheduling in some cases has eliminated these electives.

A vital part of any school curriculum is the extracurricular program. At the present time the student body activity program is not extensive enough to allow all students to participate and it does not motivate students to the extent that they want to stay in school. Although many people criticize activity programs, they are one of the best ways for schools to provide opportunities for students to feel individual achievement. The athletic facilities (especially for football and track) are very limited. The program which does exist does not allow enough opportunity for the greater portion of the student body to participate. The recreation program in dormitories and in the school is handicapped by facilities and by available staff. At the present time no music program is available for students in the secondary school.

C. Does program include any courses in Indian culture
   1. Dr. Bryde's Elementary Psychology of Civilization is taught in the 8th grade.
   2. Civics courses include discussions on tribal council, local Indian government and other reservation problems.

3. Qualifications of teaching and academic staff
   Supplement 5 covers all phases of this section with the following exceptions: Two teachers listed are not fully qualified. Anthony [illegible] and Catherine Anderson have not completed student teaching; therefore, they are teaching with emergency certification. In addition, the school does not have secondary music teachers or a qualified Physical Education Instructor.

3. Accreditation of the school
   a. Ranks as a first class school in South Dakota
   b. The school is not accredited by the North Central Association of Secondary Schools and Colleges. To date the Bureau has not asked for an evaluation by this organization.

C. The Counseling and Guidance Program

1. Counseling and guidance services appear to be adequate in the high school. Students take advantage of the two full time professionals at the secondary level. There appears to be inadequate services at the dormitory and elementary school. At least two full time elementary guidance counselors are needed and the two dormitory counselors are overworked. Although the instructional aids at the dormitories serve a guidance function, they are not professionally prepared.

2. One director of guidance (adequate preparation)
Two full time counselors for the high school (one male, one female) with adequate preparation
Two full time counselors for the dormitories (adequate preparation)
Twenty instructional aids (no professional preparation and little time for counseling)

3. A healthy attitude exists with regard to psychological services. The faculty and students of O.C.S. seem to hold the guidance program and the mental health clinic in high regard. The administration supports the guidance office.

4. The fact that the bulk of the counseling done at the high school and dormitories is "walk-in" business is a good indication that the guidance program is effective. The high drop-out rate and lack of clearly defined goals on the part of many students indicates that much work remains to be done.

5. The only member of the guidance team who has responsibility in the area of discipline is the guidance director. The students do not appear to have a fear of counselors. A better attitude might develop if counselors of Indian descent could be added, although it was the opinion of the guidance director and others that this was not a big factor. If elementary counselors are added in the future, it is recommended that they have Indian background.

6. The student record keeping system compares favorably with good public schools. A cumulative folder containing pertinent information is maintained on each student. Confidential records are kept in confidence. A sample of one student's record is included in the appendix.

7. a. The ratio of instructional aids to dormitory students *appears* to be about 1:25. This, however, is deceiving because the aids must cover a 24 hour day. With 20 instructional aids split into three shifts, more accurate ratio might be 1:50 to 1:75.

b. The dormitories have a typical institutional atmosphere. Children sleep in barrack-type rooms which in some cases are overcrowded. Furniture is badly needed. A reduction in enrollment has relieved the problem somewhat this year. Two main problems are evident in the dorms. First, there is an almost complete lack of privacy which is a major cause of dissatisfaction among the older students. Secondly, provisions for study are very poor, particularly in the boys dorm.

c. The current requirements for instructional aids is that they be high school graduates and have one year experience working with children. Many aids were hired before these rules went into effect. Many of the aids have attended work shops and institutes although there is no in-service training program. All, or almost all, of the aids are of Indian background. The bulk of an aid's time is spent in supervision and helping the youngsters get ready for school, get ready for bed, etc. The term "instructional" aid is really not a true picture of their duties.

D. Educational performance
1. Academic criteria
a. Dropout rates
1. Very low in elementary school
2. Secondary School as follows for first quarter of 1969-1970 school year
a. 9th grade, 22.7%
b. 10th grade, 20.2%
c. 11th grade, 14.7%
d. 12th grade, 9.4%
b. Achievement test results
c. Grades and Social Promotion

1. In the elementary school a definite [illegible] to group children and adjust the educational [illegible] to their abilities. In visiting with the acting principal, she did not mention low grades as a problem.
Social promotion is evident in the elementary school because when some of these students [illegible] the eighth grade they are not ready for [illegible] grade work.

2. The attached grade report [illegible] one for many students [illegible] Excessive absences and lack of desire [illegible] seem to be the two [illegible] the section on curriculum [illegible] broader curriculum to meet the needs of these students. Very little evidence of social [illegible] the secondary school.

d. Attendance
The average daily attendance of the student enrolled in the secondary school, leaves a lot to be desired. The enclosed grade report is just one example of many which [illegible]. A combination of factors bring this about including: home environment, attitude of parents, attitude of students, [illegible] and attitude of school staff. If the records for past years were checked, in all probability, the same attendance [illegible] would prevail. No student can successfully complete school with attendance records such as this.
To improve the situation, combined [illegible] the home, school, and Bureau [illegible]

e. English Language proficiency
(no data collected in this area.)

f. Follow-up data

1. The graduates of O.C.S. are not [illegible] college-oriented. Of the 214 students [illegible] between 1961-1966, only 52 have [illegible] these, the number of boys and girls [illegible]

2. Of the total number who did attend college, less than one-third have graduated. Of course, some will eventually complete a college education at some later date. It is a somewhat early date to assess [illegible] graduates from 1964 on.

3-4. Follow-up records with regard to employment and success in employment are [illegible] is not an unusual situation as few high schools [illegible] tab on all their graduates [illegible] It was found that [illegible] form of vocational training [illegible] too, the completion rate [illegible] of the 1961-1966 graduates [illegible]

2. Psychological/emotional criteria
   - a. Truancy is a major problem for children in grades 1-8. The attitude of parents toward school is probably the main cause. Typically the Sioux has not attached a great deal of importance to *individual* achievement and the lack of job opportunity may be a factor. After a student has completed grade eight, not attending school could hardly be considered truancy. South Dakota law states that a youth need not attend school after age 16 or completion of eighth grade, whichever occurs first.

     Arrest rates are high compared to public schools in the midwest; it is impossible to determine the actual arrest rate. School officials are informed of arrests only if school attendance is a requirement of the probationary status.
   - b. Drinking appears to be a somewhat bigger problem at O.C.S. than a typical public school. In 1967–68 there were a total of forty suspensions for drinking. This includes several students who were suspended more than once. Boys were suspended almost twice as often as girls.

     School officials are unaware of drug use at O.C.S. There have been no arrests or suspensions for misuse of drugs.
   - c. After talking to a number of high school aged youth, it was this evaluator's opinion that a major behavioral problem is the lack of trust in outsiders which is characteristic of the youth at O.C.S. Seldom would they volunteer any information and often a direct question would be avoided.
   - d. It is probably true that a student at O.C.S. first of all sees himself as a Sioux. He has learned to place little faith in the white man (see c above) and tends to withdraw when confronted with an unfamiliar situation. He may have great faith in himself when dealing with reservation problems but looses this confidence when placed in a foreign environment. A tremendous cultural difference still exists between the reservation Indian and the world around him. It is easier for the Indian child to live the life of his ancestors than it is to risk breaking with his tribe and family and adopting the achievement-oriented life of the white man. Material gain is not held in particularly high regard by these people.
   - e. No data was gathered on specific reasons for expulsion other than drinking. (see 2b above)

E. Factors affecting Educational Performance
1. School-community relationship
   - a. Participation of students in community activities:

     The community is too small to offer many opportunities for the students to participate in community activities because they are not available.

     Cooperation between school and community have in the past provided a scouting program. Local churches do provide some activities for students.
   - b. Relationship of school with other educational institutions and employment centers in the area:
     1. The community of Pine Ridge has an elementary school but the relationship between the two schools is on a very limited basis. The students in the secondary school do share some social functions with the Holy Rosary Mission High School. Students from one school are invited to the other for movies or dances.
     2. The students are included in the local NYC program, are provided services by the South Dakota Employment Office and use the Bureau of Indian Affairs Employment Assistance Office.
   - c. School participation in local O.E.O. programs [illegible]

     Students participate in the following:
     1. Head Start programs at the [illegible] boarding school
     2. Adult education (especially for dropouts)
     3. Assistance in preparing for the G.E.D. test to obtain the equivalent of a high school diploma [illegible]
     4. N.Y.C. program
     5. O.E.O. Student Center in the community
   - d. Effect of social controls on students, both on and off campus:
     1. Regulations on campus seem to be adequate to control any social problems which may arise. Problems [illegible] are caused by outsiders who want to join the dances or parties. A need does exist for [illegible] such individuals away from the school.
     2. The school has very little [illegible] off of the campus. Although they try to influence students when they are not under [illegible] influences of the community [illegible] fluence of the school.
   - e. Part-time employment opportunities [illegible]

     The only employment available in the [illegible] labor and this is very limited. A few students are able to secure employment in the Black Hills during the summer [illegible] same problem exists for the parents of the students.
2. School-Reservation Relationships
   - a. How often do students return home during the school year?

     Every weekend if they so desire and during school vacations.
   - b. What provisions are made for summer months:

     In the secondary school a 3-week orientation is conducted for 100 students who will be entering the ninth grade in the fall. The B.I.A. provides a trip to Denver, Colorado for the students during the fourth week.
   - c. What contacts does school maintain [illegible] and parents:

     In past years the school had an attendance officer [illegible] work closely with the homes. His [illegible] to the school and to parents, but his job was eliminated because of the lack of funds.

     At the present, some contacts are made by guidance counselors but their duties at school will not allow them to satisfy the needs in this area. Therefore, most contacts must be made by mail. Lack of rural delivery slows up the process.

     When a problem does arise, it is usually easy to diagnose [illegible] the solution is very difficult because of the communication problem with the home. A person should be employed to work closely with parents.
3. Parental involvement with and participation in school [illegible]

   Opportunities do exist through the following:
   1. Advisory school board
   2. Education Committee of Tribal Council
   3. Education Planning Committee
   4. P.T.A.

   Very few parents exert an effort to [illegible] interest in the school. Very few parents [illegible] some controversial issue has come up.

   During National Education Week of 1967 [illegible] in the secondary school for one week. Parents were invited to visit the school and refreshments were prepared for their visitation. During the entire week only one parent visited the school. It is very evident that parents lack an interest in education and this lack of interest [illegible] over to their children.

4. Relevance of school goals and curriculum to the cultural background, needs and aspirations of the student population:
This section was covered to some extent when we discussed the curriculum. Probably the school is too college oriented for the student body it is serving. Usually small public schools have this same problem if funds are limited.
After meeting one hour with a group of junior and senior students, and after talking to individual students in the hallways and on the campus, we are not sure that many of the students know what their aspirations for the future are. The following unsigned comments from students are enclosed for your evaluation (Supplement 8). When we asked an individual what his future plans were, the standard answer was I'm going to acquire a job. When individuals were asked what type of job they wanted, the answer was "just a job."

5. Adequacy and availability of text books and teaching materials:
From our judgment the text books and materials were as adequate or more adequate than in public schools in our area. The biggest problem seemed to stem from the time they were ordered. If the budget for the school is not approved until July, orders must be placed at a very late date. Therefore, text books and materials do not arrive until after the school has begun. This causes a hardship on students and has an effect upon the morale of the staff.

6. Discrimination in the community or within the school:
During our two day visit we were not aware of any discrimination. Complaints are evident in the students' comments but we do not judge them to be discrimination.

7. Teachers' and school personnel training and attitudes towards the students:
Very little special training is available for preparing the staff for working with the Indian students. At the present time an in-service workshop is held for this purpose, but the administration feels that it is not extensive enough.
Although the majority of the staff meet the requirements for a teaching certificate, this does not insure that they are conscious of the problems that Indian students face. In addition, they may not be able to cope with the problems even if they are aware of them. As in all schools, some teachers show more interest in the students and try to assist them; for others, teaching is just a job and the personal needs of a student do not concern them too much.
It is our opinion that the administration and staff of this school should exhibit more personal interest in the student body. This same problem exists in most public schools throughout our country.

8. Self-image of the student toward his role in the school and in the larger community:
This was a very difficult area for us to probe. Even behind closed doors, we were unable to acquire many comments from students. There seems to be a lack of interest in many students as to their role in the school and in the larger community. It seemed as though the role of an individual was to do as little as possible to exist, but that in the end everything would come out alright. Probably this attitude comes from an influence of the home and community.

9. Health, housing, economic factor affecting student performance:
Many of the students come from homes which are substandard and the economic conditions are very poor. To some people this is very alarming, but, to the persons involved, this is their way of life. Three years ago we toured the new housing development in Pine Ridge and were impressed with the homes that the government was providing at a small rate adjusted to the income of the families. During our visitation to Pine Ridge this year we again toured the same area and we were disappointed in the conditions of these homes. Windows were broken, screens removed or full of holes, yards cluttered with junk, and other evidence of improper care. This may be the fault of the administration of the area, but it shows a lack of self pride and self initiative. Undoubtedly, poor housing, lack of food, and poor health do have an influence on the academic performance of the students. Although the dormitory facilities are not ideal, students who board at the school have far better conditions than are available in many homes, especially those out on the reservation.

F. The Physical Plant:
1. The physical condition of classroom and [illegible]
a. Elementary:
This building is the best facility [illegible] may be lacking in some [illegible] the elementary children.
b. Secondary:
As a whole, the two buildings [illegible] rooms are inadequate. They are [illegible] classrooms which take on a [illegible] cost of renovation to meet the needs of [illegible] to education of students would [illegible] being made to use the facilities to the maximum of their potential.
c. The dormitory facilities leave much to be desired. [illegible] dormitory, utilized by girls, is crowded [illegible] and the entire environment is not conducive to good living conditions. Although the dormitory staff tries to make the facilities as pleasant as possible, they [illegible] units.
The ventilation and heating of the buildings [illegible] on the day of our visit the [illegible] dents could rest peacefully [illegible]
Although the boys' dormitory is [illegible] condition, the plan of the [illegible] type of environment is [illegible] boys in one large room [illegible] understanding that the [illegible] upon the plan of this building [illegible] given were ignored.
Throughout the dormitory complex [illegible] they are very limited.
2. Size and adequacy of library:
The library at the school is centralized [illegible] school, kindergarten through twelfth grade. It [illegible] is well managed and presents a very pleasant atmosphere. The librarian is well qualified and she strives to [illegible] students.
The two inadequacies of the library [illegible] large enough to serve adequately [illegible] secondary students [illegible] in the elementary building [illegible] students.
3. Recreational facilities:
One of the greatest inadequacies [illegible] ties. Although they do have a small [illegible] are actually the only recreational [illegible] dormitories is greatly inadequate. [illegible] the football field does not have lights. [illegible] tional facilities would motivate [illegible]
4. Adequacy of Shops and Labs:
a. Shops:
The Industrial Arts shops are [illegible] section of the school facilities. Although [illegible] well equipped and serve the [illegible] If the practical arts would be expanded [illegible] more upper classmen, the facilities would [illegible] to adequately serve the [illegible]
b. Home Economics:
The laboratories in the [illegible] of stations are [illegible] enrolled in the classes [illegible] laboratories are too small.
5. General evaluation in terms of [illegible] emotional needs:
This section has been covered [illegible]

G. Recommendations:
Throughout this report we have inserted [illegible] redundant to repeat them in this section.

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blood nicotine levels are rapidly increased within five minutes of use (15). Even with its increased potency, prior to Feb. 27, 1986 smokeless tobacco had no warning label. In some states, there are no age restrictions on the sale of smokeless tobacco products.

Like cigarette smokers, the sense of taste and smell is reduced among smokeless tobacco users. And, like cigarettes, the tobacco seems to be just as addictive, resulting in a user habit which may continue for years.

Need for Study. A study identifying the prevalence, patterns of use, and the attitude towards smokeless tobacco use among Indian youth is not only timely, but greatly needed.

There is a need to develop a data base for comparative studies. Since the early 1970's, the problem of increasing smokeless tobacco use among young adults, and its sequelae, have led to an upsurge of nationally sponsored research. The National Cancer Institute recently identified smokeless tobacco prevention and cessation as a high funding priority area. Research awards have been made to several universities and research centers. It is recognized that improved research needs to be done in this area, especially among the Indian population. Resource use planning and comparative study analysis are essential to formulate recommendations for services to Indian people.

Even though the harmful effects of smokeless tobacco products are strongly documented, little is known about the patterns of use and factors influencing such use among this new population of users. Furthermore, the prevalence of and attitude towards the use of smokeless tobacco among Indian youth are virtually unknown. Robert Mecklenburg, the Assistant Surgeon General for the Department of Health and Human Services, recently wrote, "The Indian Health Service, indeed the entire Public Health Service, is concerned that a trend towards increased use of such products by young people may be occurring in this country... An increasing number of health organizations now believe that the tobacco industry has been all too effective in its targeting of advertising of smokeless tobacco to youth and very few public health resources have been made available to address what could be a significant public health problem with serious future consequences" (16).

A recent survey conducted at Chemawa Indian School, in Salem, Oregon found that of 317 Indian students aged 14-20 years, 31% reported using smokeless tobacco (17). Several of these students reported using smokeless tobacco for as long as eight years. A more recent report from the Warm Springs reservation indicates that 40% of Indian children age 6-11 have used smokeless tobacco. Similar reports have been made from other Northwest Indian reservations. These reports lead us to believe that the problem is widely-spread among Indian youngsters. There is a need to investigate this issue and to document its prevalence. This study will contribute information needed to develop intervention programs targeted at the high-user population.

METHODS

The goal of this study was to identify the following: (1) the smokeless tobacco usage patterns of Northwest Indian youth; (2) factors associated with usage; and (3) attitudes associated with decisions to use and not to use smokeless tobacco, that might be used to develop effective prevention and cessation programs. A survey instrument was constructed to answer these questions and pretested at Chemawa Indian School.

With the limited resources available, it was decided that a strategy of intensive sampling in three different geographical and cultural areas would provide higher quality data than very limited sampling in a larger number of sites in the Northwest. Other studies (18, 19) have researched the use of smokeless tobacco in the Northwest but their samples have been based on recruitment and have been from areas broadly defined; no other study has sampled in one area sufficiently to make inferences about usage rates or relationships among variables.

Though we do not expect the same prevalence rates to apply in all locations of the Northwest, our approach considered that the same kinds of associations among attitudes and practices could hold for diverse areas. Generalizations about usage rates can be made to the three sample areas and, we believe, generalizations about relationships between attitudes and practices will apply throughout the Northwest. This study was developed as a pilot study that would lead to further research targeting specific aspects which could be investigated in a larger sample.

DATA COLLECTION

The study involved Pacific Northwest school children in the sixth, ninth and eleventh grades in three areas of Washington state: Neah Bay, Colville, and Bellingham. All the students in these grades in each of 14 selected schools were scheduled to fill out the questionnaire in May, 1987. An abbreviated survey was given to 90 fourth graders in an elementary school in the Colville area, bringing the total number of schools involved to 15. The response rate is summarized in the Appendix as Table A. The total refusal rate represented only 3.3% of the target group; absentee rate was 12.5%.

Site selection for program participation was based on identifying tribes from the Northwest with an expressed interest in involvement. To determine tribal interest, the project was presented to the 37 federally recognized tribes of Washington, Oregon and Idaho, at the Northwest Portland Area Indian Health Board Quarterly Meeting, July 10, 1986 at Marysville, Washington. From this meeting and follow-up phone and mail correspondence, three tribes were selected; Lummi, Makah and Colville.

Contact with the interested tribes consisted of an introductory phone call to each of the Tribal Health Directors - a contact that confirmed program participation and provided an initial tribal contact person. The Health Directors acted as liaisons between the program and targeted populations, helping us to identify school districts, schools, school personnel and tribal personnel. All of these individuals were identified through the assistance of the Health Directors, who therefore represented a vital link in our study. Delores Riding In, Secretary to the Board, contacted individual school administrators and secured specific numbers of classes and students. Because of her exact record keeping and strong interpersonal skills, it was possible to administer the survey by sending packets, each containing the "Teacher's Information Sheet" and at least enough questionnaires for a specific class, in boxes, each containing a cover letter to a specific administrator, to the 15 schools. It followed that all the classes scheduled to participate did so in the manner requested.

The "Teacher's Information Sheet" and the cover letter for school administrators are shown in the appendix; these instructions were as essential to unbiased data collection as the questionnaire. The standard questionnaire and the fourth grade questionnaire are presented in the appendix.

RESULTS

Quantitative results on the sample of 1180 sixth, ninth, and eleventh graders are summarized in 26 tables divided into five subject areas: demographic characteristics of the sample; tables giving the number of users, non-users, and experimenters; tables on practices of users of smokeless tobacco; tables on attitudes; and tables on cigarette smoking. Additionally there are three tables on results from the fourth grade survey.

Demographics. The five demographics tables give the figures on sample composition by area, grade, sex, ethnic status, age, and tribal affiliation. The largest group is from Bellingham, but the percentage of Indians in the sample is highest in Neah Bay, where the Indians are the majority, and intermediate in Colville (see Table 2 for details). Among the Indians, there are relatively fewer eleventh graders than in the non-Indian sample; similarly the Indians are younger (see Tables 3 and 4). Median age in the Indian sample is 15, while it is 16 for the non-Indian sample. The distribution by sex is well balanced in ethnic and age groups (see Table 4). Seventy respondents did not list either their sex or ethnic group, while another 60 did not list age, but the grade and school district are known for all 1180 respondents (see Table 1). Tribal affiliation is listed in Table 5; Colville, Kootenai, and Lummi predominate.

Numbers of Users, Non-Users, and Experimenters. In the survey, respondents were asked to indicate whether they had ever used smokeless tobacco and if so, whether they were still using it. On this basis the sample was divided into three groups. Non-users (640 or 54.2%) had never tried it; users (197 or 16.7%) continue to use it; and, the intermediate category (343 or 29.1%), listed as experimenters, might also be called former users. While sixth graders include a lower percentage of experimenters and users than the higher grades, little difference exists between the ninth and eleventh graders (see Table 6) in use patterns.

Both male and female Indian respondents show higher percentage of use than their counterparts in the non-Indian group but the difference in the female sample is most striking, where the comparison is between 24.2% and 3.9% (see Table 7).

The Indian population in the three areas varies by use (see Table 8) with Colville showing the highest use pattern (43.5%), Bellingham second, (19.5%) and Neah Bay last (14.3%). In the total sample Neah Bay and Colville show a much higher use by females than Bellingham does (see Table 9).

Use patterns for each school in the sample are given in Table 10.

Table 11 lists the use patterns that respondents indicated for their friends and various categories of relatives, with respondents categorized by Indian/non-Indian status and by their own use of smokeless tobacco. While a greater percentage of users, both Indian and non-Indian, tend to have relatives who also use smokeless tobacco than do non-users, this tendency is amplified when friends are considered. It appears from this tabulation that the peer group and its use patterns are very closely related to any individual's decision about use of smokeless tobacco.

Indians and non-Indians in each of the three areas are compared for use of smokeless tobacco in Table 12, which shows that though the use of smokeless tobacco by non-Indians is significant, the use by Indian youth is higher. Table 13 compares the ages of Indian and non-Indian users of smokeless tobacco. The median age class for both groups is 16 but the distributions are not identical; many more Indian users are 12 or 13 while a larger number of non-Indian users are 15, 17, and 18. Age differences are shown further in Table 14 which presents age at first use of both experimenters and current users by Indian status. The median for experimenters is in the age class 10 through 11 for Indian experimenters and 12 through 13 for non-Indian experimenters. Of Indian users, over half first used smokeless tobacco before the age of 10, but for the non-Indian sample the median age group is 12 through 13.

Practices. Several questions on the survey targeted the extent to which students use smokeless tobacco. Table 15 reports on the number of days that a substance was used in the past month and shows data for experimenters as well as users. As some experimenters (though only 6.0 and 2.6% respectively) said they used a product more than 20 days in the last month, it could be argued that this group includes some who may not be former users. Conversely, some users appear to have light use patterns and probably should not be considered addicted. The median category of use for the Indian users is six to 10 days of the month, while for non-Indians it is four or five days. Table 16 lists student responses to the question of how many times in their lives they had chewed or dipped tobacco; while 59% of Indian users indicated it was over a hundred, fewer non-Indians (39.8%) gave that response.

Table 17 presents other characteristics of use and shows three other attempts to elicit extent of use: how often it is used (part 1), how long it has been used (part 4), and how much is used in a week (part 6). This table breaks down responses in four different ways: by sex, by ethnic group, by area, and by grade. It lists the percentage of responses in each category by these four subdivisions and, at the extreme right side of the table, for the total sample of users. A useful way to read the table is to read the response category of interest (for example, comparisons of males and females) and check it against the total in the same line. For example, in the first line, male use of smokeless tobacco less than once a month is given as 15.8%, which is less than 19.3% listed for the total sample. The female response is 28.6%. This shows that there are at least slight sex differences for this response. Following this response across the chart we can see that the Indian/non-Indian response rates are similar to each other and to the total; and there is very little difference among the three districts. However in comparing the grade levels we found that sixth graders chose this response (less than once a month) more often than ninth graders, and even fewer eleventh graders chose it. Looking through all the data on question one, in table 17, it appears that each of the four subdivisions contributes to an understanding of variation in use, but no category explains it all. Males tend to use more frequently than females; Indians slightly more than non-Indians; the Colville users have more daily users than other areas; and eleventh grade users are somewhat more frequent users than those in lower grades.

Questions 4 and 6, which also deal with quantity of use, show similar trends. Intercorrelations among these answers are high, indicating that the respondents were consistent in their answers and hence these answers can be judged reliable.

Table 17 shows other practices and indicates that the kinds of tobacco and brand preferred differ by area (2 and 3). Males and females also differ in kinds and brands preferred, while Indians and non-Indians show different preferences for particular brands. In respect to where respondents get it, more females than males and more sixth graders than higher level students get their tobacco from friends than on their own (question 5).

After school is by far the most common time when the substance is used (question 7). Sixth graders indicated use at school less often than others.

Males and females showed different preferences in tobacco products (question 8) with females preferring cigarettes more often than males and males preferring snuff more often. Slight differences also exist between Indian and non-Indian respondents, and among the three areas, with snuff being a stronger first choice for Indians and for Colville respondents.

More interesting in terms of developing intervention programs are questions 9 and 10, which ask respondents to indicate the main reason they continue to use smokeless tobacco and whether they would stop if they could. While very few individuals (7.9%) indicated addiction is the reason for continuing to use smokeless tobacco, over half indicated that they would like to stop if they could - a result which suggests some awareness that addiction, to some degree, is involved. The chief reasons that users, in all categories, listed for continuing to use smokeless tobacco, are enjoyment and taste. While a certain number (13.7% over the whole sample) listed the impact of friends, use by other persons (such as parents, other relatives, or girl or boy friend) was seldom chosen as a reason to continue. Answers to this question give the respondents' views. Respondents play up the enjoyment they feel from the use of smokeless tobacco and downplay addiction and the impact of friends and relatives. However, other questions show that use by friends and relatives predicts an individual's own use. It is important to note here that the subjective measures may not be identical to the observed measures.

Attitudes. The survey asked non-users of smokeless tobacco why they do not use it; Table 18 presents the results for Indian and non-Indian males and females. A surprising degree of similarity in responses occurs across the four groups. One of the most frequently cited reasons given was "It's not good for my health," with "I think chewing or dipping tobacco is stupid" being of equal importance. Other attitudes that were frequently cited for not chewing or dipping include parental attitudes and interference with sports activities. Religious reasons were not cited frequently. More notable was the infrequent citing (about one-quarter) of "None of my friends chew or dip tobacco." This is notable because, as Table 11 indicated, the use pattern of a respondent strongly reflects the use pattern of friends. It appears that respondents are not fully aware of the impact of the association of their own behavioral choices with those of their friends.

Table 19 presents attitudes toward smokeless tobacco of users, non-users and experimenters. As would be expected the three groups differ in a consistent direction. It should be noted, however, that all three groups showed an understanding of health problems associated with tobacco. The understanding, however, was somewhat stronger for non-users than users.

Experimenters and users were asked to give reasons for first trying smokeless tobacco and these are shown by Indian and non-Indian status in Table 20. A great deal of uniformity in response exists among experimenters and users, both Indian and non-Indian. While almost all have cited as an important reason "My friends were doing it," almost no respondents implicated peer pressure. Almost half said they "did it for fun." This result corroborates the finding cited above, from Table 17, that enjoyment is a principal reason given for continuing to use smokeless tobacco. They believe they started using it, and continue to use it, for pleasure; any intervention program will therefore need to take this strong attitude into account.

Table 20 indicates a number of pressures and attitudes that are of little or no perceived importance; there appears to be no positive push from teachers or coaches, little perceived positive influence from parents (though more for users than experimenters), and little association with the desire to look older. Use by siblings and other relatives was listed as a positive inducement to a certain extent, particularly by Indian respondents, and general curiosity and advertisements were recalled as having some impact.

Table 21 lists the types of final comments made by respondents in this survey. Though over half did not comment, those who did make comments against use of smokeless tobacco were predominantly non-users, though some experimenters and users did as well. Only 20 made negative comments about the survey itself. The largest number of pro-choice comments came from users.

Attitudes toward school ranging from liking it a lot to not at all were analyzed according to use status, sex, and Indian ethnicity (Tables 22 and 23). It was found that responses of Indians and non-Indians differed slightly but somewhat larger differences exist between use categories, with users showing fewer strongly positive responses to school and non-users the most.

Smoking of Cigarettes. Table 24 shows that the greatest frequency of cigarette smoking occurs among users of smokeless tobacco, with experimenters second. Table 25, examining smoking by sex and ethnic group, shows that female Indians are at special risk (27.5%) while male Indians and female non-Indians show similar frequencies (18.2% and 18.6%) and male non-Indians are lowest (13.4%). The Indian smoker group, however, has a longer history of cigarette smoking (Table 26) than the non-Indian, indicating a younger age for starting the habit.

Multivariate Analysis. The 26 tables present various responses from the survey, analyzed by subgroups within the sample. The answers suggest relationships among variables and offer insights into key questions regarding social factors associated with whether an individual uses smokeless tobacco and how heavy the use is. Multivariate analysis is helpful in developing models incorporating several variables as causes, showing how the variables themselves are interrelated, and ranking their importance as causes.

Stepwise multiple regression was used to model whether an individual is a user, an experimenter, or a non-user with the following variables considered as potentially important: age, grade in school, sex, ethnic group (Indian or non-Indian), cigarette smoking, and the variable listing proportion of friends who use smokeless tobacco. Of these traits, the most significant was friends' use and second was cigarette smoking; least significant were age and grade level, while sex and ethnic group contributed some impact. As a whole, the model could explain only 41.22% of the variance but a large part of it (29.60%) was contributed by friends' use.

The various measures of degree of use are interrelated. Amount of use in a week was chosen as representative of these measures and a set of variables was investigated as possibly influencing it. Variables included friends' use, how long the person has used smokeless tobacco, grade level, age, sex, ethnic group, and whether the person smoked cigarettes. Age and grade level were not associated at all and Indian ethnicity and sex were not associated to an extent that was statistically significant. Use by friends, lack of the habit of smoking of cigarettes, and the length of time the respondent had been using smokeless tobacco were all slightly significant; however, the full model explains only 17.64% of the variance. The model is improved when a different measure of quantity - number of times smokeless tobacco was used last month - was used. Friends' use entered the model as the most important variable, as before, but the second variable was male sex while third was length of time as a user, and non-smoking of cigarettes was fourth. Grade level was next, followed by age and ethnicity. Still, total variance explained was only 20.26%.

It appears that although sex and ethnicity help to explain the possibility of a student becoming a user, once this occurs other variables (e.g. length of use, friends' use) are more important in determining the degree of involvement. The data suggest that the addiction takes over and all addicts have more in common with each other than with any non-users. In these models however, much of the variance is not explained. This means that other factors we did not investigate - factors that could be idiosyncratic - are involved. There is a great deal we do not know about what makes an individual a user or what determines how heavily a user is involved with a substance.

Fourth Grade Sample. The fourth grade sample received an abbreviated survey (see appendix); this factor plus the small sample size and restricted location limit the analysis and interpretation possible. Table 27 lists the 90 respondents by sex, ethnic group, and user category; only eight are users and seven are experimenters. As with the large sample, however, friends' use appears to be related to an individual's use; and in the Indian sample more persons had friends using smokeless tobacco than did the non-Indians (Table 28). In respect to attitudes toward school, experimenters and users of smokeless tobacco had less favorable attitudes than non-users, but differences between respondents in terms of sex or ethnic group were minimal. As with the older students, the users of smokeless tobacco appear to share certain attitudes more strongly than with persons of their own sex or ethnic status.

Unfortunately, many of the fourth graders didn't answer the question about father, mother, sibling and relatives' use. But of those who did we have 17.6% for father, 5.9% for mother, 5.9% for sibling, and 50.0% for other relatives; the numbers who answered are too few for a meaningful breakdown by ethnic group. Information about frequency of use is limited by the small number of users involved. It is notable that over half in both ethnic groups said they use smokeless tobacco less than once a month, and only one, an Indian, said that he used it every day, while one non-Indian claimed use of several days per week. All users said they preferred the brand Copenhagen. Three claimed they bought their smokeless tobacco while two got it from parents and two from friends. No respondents said they use smokeless tobacco at school, while playing sports, or before bed, but all indicated their use time was after school.

Preferred reasons for continuing to use smokeless tobacco were that "it tastes good" (two respondents), "I enjoy it" (one), "my parents do it" (one), "other relatives do it" (one), and "to stop from eating" (one). All four of the Indian users, and two of the three non-Indian users, as well as the respondent who did not list ethnic group, indicated they would like to stop if they could.

Only two respondents of the 90 indicated they had ever smoked cigarettes and both indicated they were not currently smoking; one had smoked for one year and the other less than a week.

These results indicate that though use among fourth graders is low, it is not non-existent and for those affected the condition could be hazardous. Prevention and intervention programs need to start early.

DISCUSSION

Though few studies have been done on smokeless tobacco use among Indian youth, those that have been done in the Northwest have found similar results. Schlife (18) found in a study of 2454 girls and 2511 boys in rural Alaska, both Alaskan Native and non-native, that 27.5% of the girls and 33.7% of the boys used smokeless tobacco products to some extent. Respondents were from ages 5 to 18. The percentage reporting use increased with age but the quantity used was not age related. The survey was conducted by Indian Health Service dental staff in grades K-12, involving students who volunteered to be in the study. Schinke and Schilling (19), in a study of 144 Native Americans from Alaska and Washington, found 19% of females and 42.2% of males had used smokeless tobacco on more than 20 occasions. Their subjects were recruited from tribal and reservation schools and gave informed consent.

Some differences exist among these two studies and ours in the definition of use. Schlife's users probably include our users and at least some of those we categorize as experimenters; Schinke and Schilling, by defining user according to a given number of experiences, make exact comparisons difficult but suggest similar patterns. Both studies found higher use patterns in females than is reported in non-Indian studies (20,21,22,23). The involvement of females in use of smokeless tobacco appears to be a feature of use by Indian youth.

Our data, as well as the studies cited previously, indicate that though the prevalence varies by local area, Indian use starts younger and involves more individuals. Prevalence appears to peak by the ninth grade. Our sample may be misleading since we have fewer Indian eleventh graders than ninth graders; this could represent earlier drop-outs and those students who dropped out could be even heavier users of smokeless tobacco than those who remained in school.

Attitudes, Behaviors, and Intervention. Analysis of the responses to the survey show a close association between use of smokeless tobacco and friends' use of smokeless tobacco. Attitudes of users toward the product cluster as do attitudes of non-users, irrespective of sex or ethnic group. Intervention will thus have to take account of peer group values and will have to be sensitive to social needs. Education in the form of information-only will probably not be effective for it appears that the user group of students has at least some awareness of health risks of smokeless tobacco. However, the respondents do seem unaware of the strong addictive potential and education for prevention could make this point. Other studies suggest that adolescents don't consider smokeless tobacco as hazardous as cigarette smoking (24), though research does not support this view.

The survey did identify some positive elements. Non-users seem to be strong in attitudes that might prevent them from experimenting with smokeless tobacco. Secondly, it appears that a large number of users are interested in quitting and thus might be responsive to a cessation program if one were offered. Such programs would need to take the strong peer group involvement into account.

Programs. Educational programs and intervention programs are being developed to meet the demands of this fast-growing addiction. Agencies (whether they are school districts, tribes, or health groups) would be well-advised to investigate the programs available, keeping in mind the needs of the population as identified in this study. The following list is offered without comment.

1. "The Big Dipper" is a video produced by the Oregon Research Institute of Eugene, Oregon, and marketed by the Independent Video Service of Eugene, 401 E. 10th Avenue, Suite 160, Eugene, OR 97401.

2. "Up to Snuff" is an educational handbook also produced by the Oregon Research Institute and marketed by the Independent Video Service in Eugene.

3. "Staying Out of Trouble with Your Friends" is a video on refusal skills related to smokeless tobacco, produced by CHEF (Comprehensive Health Education Foundation of Seattle, 20832 Pacific Highway South, Seattle, WA 98198-5997).

4. "Here's Looking at You" is a K-12 drug education curriculum which includes education on smokeless tobacco (as one of a number of drugs); it is available through CHEF.

5. BABES (Beginning Alcohol and Basic Education series) is an educational program for children, produced by BABES, 17330 Northland Park Court, Southfield, Michigan 48075.

6. "The Alaska Kids News Network" is a video for K-6 available from Alaska Crippled Children and Adults, Inc., 1020 Barnette St., Fairbanks, Alaska 99701. "The Kid and the Dipper" is a video for grades 7-12 available from the same organization.

7. A pilot program for grades K-3 is reported as being developed by the Center for Disease Control; Mary Beth Kinney at the PHS Indian Health Center, Salem, Oregon, is the contact person.

A key issue that should be considered by school districts or tribes that are planning programs on smokeless tobacco is whether to do this as an isolated project or to incorporate the topic within general addiction-awareness programs. The list above includes both types of materials; arguments can probably be made for either approach. In any case it appears clear that just the presentation of "information" on smokeless tobacco is not enough to turn the tide. Tobacco is a highly addictive substance and it is extremely potent in its currently faddish form (smokeless). Intervention will have to be sophisticated to succeed.

RECOMMENDATIONS

We believe that this problem is growing rapidly and that many communities are involved in programs to reduce it. At this time, however, little has been done to assess programs and determine what kinds of programs work best particularly among Indian youth. In the face of this situation, we would make the following recommendations:

1. A workshop should be planned within the Northwest to accumulate information on what progress is being made in the way of prevention and cessation;

2. Out of this workshop a study to evaluate these diverse projects should be proposed;

3. The Northwest Portland Area Indian Health Board will serve as a convener and planner in programs and studies addressing the use of smokeless tobacco.

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APPENDIX

Letter to teachers administering surveys

Teacher's Instruction Sheet

Table A. Response to Survey on Smokeless Tobacco

Fourth Grade Student Survey

Student Smokeless Tobacco Survey

Tables on Survey Results

Survey Research Center Oregon State University Corvallis, Oregon 97331 (503) 754-3773

May 20, 1987

Dear

Enclosed are materials for the student survey on smokeless tobacco. In this package you will find one packet for each class selected to participate. Inside each packet are the exact number of student questionnaires required for the class, an instruction sheet for the teacher and a copy of the questionnaire for him or her to examine.

You will note that there is a label in the upper left hand corner of each packet indicating the class for which its use is intended. The information on this label is essential for the statistical analysis of the survey. It has been filled out from information given to us by your school. The number of questionnaires in each packet has been determined by the number of students enrolled in the class. In case this information is in error, I have included a quantity of extra questionnaires. While it is necessary that all questionnaires in the packets be returned, I would appreciate the return of these extra copies as well.

I have attached a copy of the teacher instruction sheet and a copy of the questionnaire to this letter for your information. If you have any questions, call me collect at 503-754-3773.

The packets are pre-addressed and postage-paid for easy return to us. Just drop them in the mail.

We hope that all the classes selected to participate are given the survey on the same day and if possible at the same time. It is important that students not have the opportunity to discuss the survey with each other before everyone selected has participated.

Thank your for you help in administering this study.

Sincerely,

Pamela Kay Bodenroeder
Field Supervisor
Survey Research Center
Oregon State University

IMPORTANT . . . PLEASE READ.

TEACHER'S INSTRUCTION SHEET

SMOKELESS TOBACCO STUDENT SURVEY

The materials for this survey include questionnaires and individual envelopes for the students and a large postage-paid envelope to be used to return the students' envelopes to the Survey Research Center.

As the teacher of one or more of the classes selected to participate in this study, you are asked to do the following to insure uniformity in the administration of the survey:

1) Read the survey form yourself before handing it to the students. There are a number of directions for "skipping" to various places in the questionnaire and we would like you to help any student who is confused by these instructions.

2) While we have made an effort to use language that can be understood by all, we realize that some students may have difficulty. It is permissible to give simple definitions of any words or phrases, but please do not interpret the meaning of the question. Just assure the students that there are no "right or wrong" answers. It's their opinions we need.

3) It is intended that the questionnaire be distributed enclosed in its envelope. After completing the form, each student should replace it in the envelope and seal it before handing it back to you. We need honest responses from your students and these procedures are important so they will believe that the confidentiality of their answers will be protected. The students should be told that we do not want their name on the form, and that no teacher or other student will see the completed surveys or know who filled them out.

4) The entire class is to do the survey at the same time. Give every student in the class a questionnaire to complete. The survey is voluntary and students are not required to participate. We suggest that you provide some quiet study activity for those who do not wish to take part and for those who finish quickly. We hope every student will be given sufficient time to complete the survey at his or her own pace.

5) We have provided you with a large envelope for the return to us of the completed questionnaires from each class. If you have more than one class, you will need a separate return envelope for each. We are sending a few extra envelopes to the contact person at your school in case more return envelopes are needed.

6) In the upper left-hand corner of the return envelope, you will find a label asking you for specific information about each class that participates. This information is very important for statistical purposes. Please check, correct, and complete the label for:

a) Name of school
b) Grade level
c) Date survey was conducted
d) Number of students present in class that day, regardless of whether or not he/she completed a questionnaire
e) Number of students actually enrolled in the class
f) Your name

7) Mail the large envelope(s) to the Survey Research Center. No postage is required. If you have any questions or difficulties, please feel free to call either Pamela Bodenroeder or Helen Berg, collect, at the Survey Research Center, Oregon State University, Corvallis, OR. The telephone number is (503) 754-3773.

8) All survey forms, regardless of whether or not they are completed, must be returned to us. No teacher or student is to keep a copy of the questionnaire at this time.

We wish to thank you for your assistance in conducting this important study. Please feel free to include any comments you may have about any problems you had or unusual events that occurred during the time the students were filling out the forms.

J. Phoenix Boarding School, Phoenix, Arizona

1. REPORT PREPARED BY ANTHONY E. ELITE, M.D., MENTAL HEALTH PROGRAM OFFICER, PHS, PHOENIX, ARIZ.

DEPARTMENT OF HEALTH, EDUCATION, AND WELFARE,
PUBLIC HEALTH SERVICE, INDIAN HEALTH AREA OFFICE,
Phoenix, Ariz., February 23, 1968.

Senator ROBERT F. KENNEDY,
Chairman, Senate Subcommittee on Indian Education,
Senate Office Building,
Washington, D.C.

DEAR MR. CHAIRMAN: As you may know, the position of mental health program officer for Phoenix area of the division of Indian health is still in its infancy. I was appointed as the first member of the team in September, following my residency in psychiatry. So, as you might guess, I'm still very much in the process of getting my feet wet with the problems, even though I'm not quite dry behind the ears from my own training. Be that as it may, this is proving to be one of the most challenging experiences of my life.

As of January I have completed my first tour of the 11 service units and reservations and most of the BIA schools covered by the Phoenix area office. After reviewing the mental health situations in these various places, discussing the problems with hospital and field health staff and tribal health officials, I have come to the tentative conclusion that the needs and problems of each unit are quite unique. True, there are certain common themes such as problems related to alcohol and family disintegration, poverty and social deprivation. However, there are reservations where suicide and impulse disorders are far more common than on other reservations. The cultural factors play a major role in mental health programing.

Therefore, I am inclined not to develop an areawide mental health program, but to encourage the development of mental health programing at the reservation level, with technical assistance from an area multidisciplined mental health team.

I am committed to the concept of Indian involvement and I am trying to lay the groundwork at the grass roots level for such a development to emerge. Here is a situation where the Indian needs to guide and advise me as to planning for his own improved mental health. The mental health team can provide the technical assistance and coordination. It is also my belief that there are right now on reservation a handful of sensitive, psychologically minded, insightful Indian people who could be trained in mental health concepts who could be the right arm of a professional mental health team at the grass roots level. They could be taught to recognize early signs of emotional pathology and to make appropriate referrals, to utilize the principles of acute crises intervention in dealing with disturbed individuals and their families, to provide supportive therapy under supervision to appropriate disturbed individuals, to provide leadership and support to community-based programs on alcoholism and family disintegration.

The problems the Indian are facing are numerous, as you are well aware. But I have a strong belief in the integrity of Indian people, if we can only take carefully planned steps to encourage their own participation in their own planning for the future.

By July 1968 I hope to add a psychiatric social worker, psychologist, and mental health nurse to the area team and, sometime later, an anthropologist. Also in the area plans is a proposal for Indian mental health workers as I described above. This has not been approved and budgeted at headquarters as yet, but I'm keeping my fingers crossed. If I can't get these positions funded I'll try to get them through other means. I think the tribes may be willing to sponsor such workers on certain reservations, but this would take time and funds which most do not have.

Concerning Indian education, let me say first that there are persons here far more knowledgeable than I am on the subject, since I am really a newcomer to the Public Health Service, and I have requested some of the persons to submit to you their ideas in writing. However I would like to share some general impressions.

The whole concept of Indian boarding schools and their effect has been a highly controversial issue historically. My colleague, Dr. Bergman in Window Rock, has written a fascinating and, I believe, accurate appraisal of the situation of the Indian boarding school. His report was presented at the Conference of the American Academy of Pediatrics Committee on Indian Health, May 15-16, 1967, in Silver Spring, Md. I don't think I could formulate the problem any better.

The ultimate fate of the boarding school will probably hang in the balance for some years to come. In the meantime the situation existing today is critical. The boarding school can no longer be run under the pretense that one is providing an educational opportunity to the reservation Indian where no other facility exists. It is quite clear we are dealing with a group of Indian children who have been referred from a reservation to a boarding school because of one of a number of social and psychological problems. True, there is a certain percentage of students who are coming to boarding schools primarily because there are no educational secondary schools available on reservation—but this number is diminishing every year. At the Phoenix Indian School alone, for example, out of an enrollment of approximately 1,000 students, over 200 come from broken homes. Five hundred and eighty students are considered academically retarded. There are [illegible] students enrolled where there exists a serious family drinking problem. From September to December of 1967 there were 16 reported cases of serious glue sniffing. The school is often pressured into accepting students with a history of juvenile delinquency and overt emotional disturbance.

With this great change in the profile of the student body there has not been a concomitant change in staffing skilled workers or training existing personnel to cope with these problems.

The situation has reached crisis proportions. In the case of Phoenix Indian School the administration and Public Health Service have joined forces in developing a Mental Health Steering Council of which I am a member. We are currently in the process of setting up the guidelines for an across-the-board re-evaluation of the educational, health and school environment, with positive steps to better meet the needs of the Indian students. There is great need for skilled, sensitive workers, especially in the schools to work with students, as well as professional mental health workers back on the reservation to potentiate the helping people at the community level. Enclosed is the first report of the committee. At present we are working on the mental health in-service education program for the Phoenix Indian School and Public Health Service staff working with students.

The other BIA boarding schools in the Phoenix area have very similar problems. I have submitted a proposal to headquarters for funding of a mental health team at Sherman Institute in Riverside, Calif. I feel they are ready for the team, and there are presently highly qualified individuals in the area available to fill the positions called for on the mental health team. If Public Health Service or BIA cannot fund the team I will try other foundations or agencies as necessary.

I am eagerly looking forward to the Senate Subcommittee report on Indian Education and for their knowledgeable guidance as to future planning in areas of Indian education.

If there are specific issues you or the committee desire to be clarified or expanded, please let me know. If I cannot adequately provide the necessary information I will find the source who does.

Thank you for this opportunity to share some of my early impressions and plans with you.

Most sincerely,

ANTHONY F. ELITE, M.D.,
Mental Health Program Officer.

Enclosures.

CHIEF, OFFICE OF PROGRAM SERVICES, JANUARY 30, 1968.
Mental Health Program Officer.

Special Project: Mental Health Team for Sherman Institute.

The mental health problems facing the Indian Boarding Schools are obvious Psychological disabilities have been well documented by Paxton IQ studies. Sociological disabilities which include family disruption compounded by boarding school life; language barriers, culture conflicts, and color handicaps are major problem areas barely handled in my meaningful way by the School staff. Educational and vocational disabilities likewise characterize a large portion of the student body.

The results of these problem areas are ineffective education, high dropout rate, behavioral and psychiatric disorders and vocational failures.

Because of Sherman's unique location amid various community and university resources and because of the positive staff and administrative attitudes to explore new avenues and improve their techniques in dealing with these problems, I propose that a mental health team be created to undertake the following tasks:

1. More meaningful evaluation of the students.
2. Treatment when necessary.
3. Referral when necessary.
4. Coordination with referral agencies.

5. Coordination with home environment.
6. In-service training of Bureau of Indian Affairs and Public Health Service school staff.
7. Case conferences.
8. Research and development.

In order to fulfill the functions called for by these tasks, the following members of the mental health team are needed:

1. Consultant psychiatrist, and director, mental health program ([illegible] time) $1,200 per month, 10 months	[illegible]
2. Clinical psychologist: full time, salary $1,[illegible] per month [illegible]	[illegible]
3. Psychiatric social worker: full time, salary $1,[illegible] per [illegible] months	[illegible]
4. Administrative secretary ([illegible]): full time, salary [illegible]	[illegible]
5. Senior stenographic clerk ([illegible]): full time, salary [illegible]	[illegible]
Total salaries	[illegible]
Operations: Furniture, approximately 20 to 25 percent of salaries, office supplies	[illegible]
Total	[illegible]

ANTHONY F. ELITE, M.D.

REPORT OF AD HOC JOINT SUBCOMMITTEE ON MENTAL HEALTH

Members: N. Kalajan, Chr., A. Castiglia, K. Calloway, J. [illegible], A. Elite, M.D., B. Friedman, R. Orilla, C. McMillan.

A series of situations in the Phoenix Indian School [illegible] ing Mental Health problem among the students [illegible] this, a need for improved joint working relationship between the Phoenix Indian School and Public Health Service [illegible] letter from James Kilgore, M.D., contract Psychiatrist, [illegible] some solutions to the problems, stimulated a meeting [illegible] tives of the two agencies on Jan. 22, 1968. The above committee was appointed by Superintendent Wallace with the approval of Dr. Flood, as a result of this meeting.

The Ad Hoc committee met three times,—January [illegible], Feb. [illegible] and Feb. 12th. The meeting discussions centered largely around identifying the mental health problems in the school, categorizing them, and recommending priorities for action.

The committee also felt that an authoritative statement on School Mental Health could provide a frame of reference for all concerned and may help to give needed direction in this [illegible]. The following ideas are suggested as baselines for philosophy [illegible]

From "School Health Education" Third Edition, by [illegible] teuffer, Ph. D., p. 360.

A. PSYCHOLOGICALLY "HEALTHY" EXPERIENCES

The emotional health of pupils is affected by every aspect of their school system, including the general philosophy of the school, preparation of the curriculums, selection and appointments of teachers, and procedures related to supervision, discipline, promotion, and grade placement. A child-centered curriculum in which the native interests and needs of learners are guiding factors in determining content is more likely to be productive of well-adjusted children than one in which the content is determined by "college boards" or other extraneous standards. A school in which the students feel at home, as if they were a part of it rather than merely forced to attend classes in the building, one in which there is mutual respect and a friendly attitude between staff and students, has this healthy atmosphere. The system of discipline, of rules and regulations governing student conduct, must be eminently fair and intelligent, and its formation participated in by students, if possible.

From "Mental Health in Schools" prepared jointly by the Assoc. of State and Territorial Health Officers, the Association of State and Territorial Mental Health Authorities, and the Council of Chief State Officers, Washington, D.C. 1966.

"Mental Health practices and procedures should be an integral part of the current school health and educational programs. The school should examine in depth, its internal policies, communications, and personnel practices—and their impact on the mental health aspects of the health and educational programs. Because schools influence mental health either adversely or constructively, it is urgent that they define their role in bringing mental health concepts and services into the health and educational programs. The universality of the school experience, its duration, and its importance to children and youth require that the mental health implications of the school health and educational processes be examined carefully."

IDENTIFICATION OF NEEDS

Appraisal

The need to reappraise the curriculum for students with special problems; to have a more individualized approach, not necessarily with the goal of a diploma, but more in keeping with the students' interests, abilities and potential for growth.

Need to reappraise the dormitory program with regard to objectives, desired outcomes and proposed ways to achieve them.

Need to retool our educational approach, to better meet the needs of the Indian students; to structure new approaches along with existing ones in working with teachers, staff and students to enable the school to do a better job for students.

Need to appraise the total school health program, with particular emphasis on implications for mental health education and services.

Inservice education

Need to help school and PHS staffs to understand the meaning of the difficult situations that arise so that more satisfying action can be taken in regard to them.

Need for all staff to understand the normal growth and development as well as the problems of adolescents.

Need to provide staff with understanding of how the mind works and why, especially with regard to adolescents.

Need to provide staff with understanding of the tribal cultural differences as represented in the student population.

Need for staff to study and understand the relationship of cultural background factors to students' attitudes toward discipline.

Need to explore and understand the specific problems of students, such as drinking, indifference to educational objectives, to school rules, etc.

Staff expansion

Need for full-time school Social Service Worker.

Need for additional academic faculty skilled in special education; the need is indicated by the many factors demanding intensive work with students, such as academic retardation, social problems, etc. In general, measurement of teacher-pupil ratios should not be made by the same standards used in regular high school situations.

Need for additional professionally trained counsellors in the Guidance Department.

Need for dormitory personnel as may be indicated by a reappraisal of the dormitory program.

Health services

Need to identify, define and improve health services to students.

Need to improve intra and interagency communications relating to health services.

Need to identify students with emotional problems and refer them to a Mental Health Team for evaluation.

Need to explore a different type of staffing in the school Clinic, for early detection of emotional and psychiatric disturbances.

Miscellaneous

Need for organization of a SCHOOL HEALTH STEERING COUNCIL.

Need for student involvement in health programming and in health problem solving—(possibly indicating the need for formation of a student health committee).

Need to appraise the problems posed by off-reservation Boarding School attendance as they may relate to the mental health of students.

RECOMMENDATIONS FOR PRIORITY ACTION BY THE ADMINISTRATIVE COMMITTEE

In view of the many problems enumerated herein, and recognizing the lack of feasibility of approaching all of them at once, the committee members suggest the following programs for action now (In order of priority:)

1. Organize a School Health Steering Council.
2. Develop plans for and implement, a Mental Health In-Service Education program for all PIS and PHS staff having to do with students.
3. Employ a full-time School Mental Health Team.
4. Plan and implement a Pilot Program for a select, limited number of students with emotional problems.

8. Seneca Boarding School, Jones Academy, and Eufala (Oklahoma) School

1. Report Prepared by Dr. Leslie Lewis and Dr. Jack Casselle
(Summarized by Subcommittee Staff)

A. INTRODUCTION

Between June 27, 1966 and June 30, 1967 two faculty members of Southeastern State College, Durrant, Okla., conducted a research and training project for the Office of Juvenile Delinquency and Youth Development of the Department of Health, Education, and Welfare. The investigators, Dr. Leslie Lewis and Dr. Jack Cassalle, collected their data by video tapes, audio tapes, personal interviews, consultant reports, and discussions and consensus among staff. Their purposes were to (1) identify and describe the kinds of interaction that take place between youth and adults, between the dormitory staff and the teachers, between the teachers and administrators, and to a certain extent, between the school and the nearby communities, (2) to identify the difficulties in interactions that students and professionals encounter and (3) to develop interdisciplinary strategies for improving those interactions. It was hoped that the program would provide an opportunity for change in the functional philosophy of the participating institutions. The information which follows has been taken from their final report to the Department of Health, Education, and Welfare (#66221), "A Training Program to Effect Change in Institutionalized Non-Reservation Indian Youth."

B. THE SCHOOLS

The schools participating in the research and training program were selected by the area office of the Bureau of Indian Affairs as representative of different kinds of boarding school situations in the BIA system. The area office personnel also felt the program would have a chance of success in these schools since they had been judged leaders in many areas and were staffed with personnel who were receptive to new ideas. Seneca is a coeducational BIA boarding school with some 200 students in grades 1 through 8; it is located in the northeast corner of Oklahoma; Jones Academy in east central Oklahoma houses 286 students in grades 1 through 12 who attend public schools. Eufala, located in east central Oklahoma, houses girls only in a BIA dormitory who attend public schools, grades 1–12.

Indian students are enrolled in these three schools primarily because of "parent limitations". These include: lack of a satisfactory home; parents who isolate themselves from the community; parents who drink and are delinquent; parents unprepared for the responsibility of child rearing; and unwed parents who cannot provide a stable living arrangement. Not surprisingly, these situations tend to create severe emotional problems for the children, and the report quotes,

Many of these youths have been truants in public schools and have exhibited predelinquent behavior that makes a controlled school environment necessary. They have problems with which local school systems cannot cope. They come from problem homes and problem communities and bring their problems with them.

Some of the youth come from homes where English is not spoken or is spoken as a second language. Very few of them come from homes where reading is a normal activity and parents have no real understanding or interest in education. Many children from these kinds of homes have very limited English vocabularies and generally lack ability in written or oral English.

These youth have been referred to as "socially maladjusted" because of social problems in their homes. Many of the antisocial behavior exhibited by these youth is: running away from school, glue sniffing, hostility, drinking, and a defeated attitude that indicates a poor self-image.

How well do the schools cope with the special [illegible] The following information, taken directly from comments and observations in the final report, suggests that there is much room for improvement.

In regard to the Seneca school:

There seems to be little or no communication between units or departments regarding planning of activities or guidance concerning the youth. This sometimes results in activities being cancelled because of conflicts, or youth being punished more than once for misbehavior, i.e., youth made to stay after school for misbehavior, then later restricted from activities in the dormitories for the same act. This concept of reward and punishment on the campus does not appear to reflect the goals or regulations set forth by the Bureau of Indian Affairs.

The boarding school staff is almost entirely Indian, with the median age in the 40's; many of them have attended boarding schools or have spent all or most of their working lives in boarding schools. Their approach to dealing with youth, whatever it may be, appears to be based on this background.

The report finds that the dormitory staff defines its role as substitute parents but appears to have difficulty in identifying the responsibilities of that role. They are sensitive to public criticism and have a tendency to turn on students when trouble arises. This sensitivity is exhibited in some staff members by their constantly reminding students that they are Indian and that their behavior should be twice as good as anyone else's, and by other staff members who become upset when they feel that a youth's behavior will reflect on the school or Indian people.

The academic staff are certified teachers with college degrees; some of the other staff are attempting to achieve some post high school education and many have attended guidance workshops sponsored by the BIA. Even though varying degrees of training are prevalent among dormitory and academic staff, there appears to be little difference in their attitude toward youth and their approach to dealing with them.

Regarding the adequacy of the educational program at Seneca, the report has this to say:

. . . The major emphasis for these "socially maladjusted" youth is on academic subjects, and little opportunity is provided for social interaction either in or out of the classroom. One consultant who spent several days at the school described the academic department of the school as being "traditional and limited in structure, curriculum, and teacher attitudes." Translated this means that the academic program is dull and irrelevant. The general assumption of the academic department is that school is for reading, writing, and 'rithmetic, in the narrowest sense of that cliche. Anything that is of genuine interest or relevance to the students is a (possibly pleasant) usually accidental by-product, not in general an integral part of the program.

C. THE TRAINING PROGRAM

The "training program to effect change in institutionalized nonreservation youth" began with a 6-week summer training program for students and professional personnel of the three schools, followed by similar training experiences during the regular academic year in the schools themselves. Dissimilar groups (e.g., youth-adults, dormitory staff-teachers), were brought together for open discussion sessions which, through interaction, would attempt to resolve areas of mutual concern.

More specifically, the goals of the project were: to develop in training personnel the feeling that each student can be accepted as he is and demonstrate that he cares what happens to the child; to help each student see where his present activities are leading him, to arouse in him the desire to set goals for himself, and to encourage him to achieve them; to enable staff members to cope with institutional problems which formerly they would have avoided; to permit institutional personnel to be more flexible in support of students' interacting with the community, and to permit the development of forms of student government.

Twenty Indian students, selected by the administrations of the three schools, were involved in the initial summer program. Ranging in age from 15 to 19 years old, they represented grades nine through 12. Brief profiles on each of the summer participants are included as an appendix to this report. They are based on the project staff's interpretation of the Minnesota Multiphasic Personality Inventory (MMPI) administered to each student, on the Tennessee Self-Concept Scale, also administered by the project staff, on background data available from BIA records and personnel, and on personal contact and video and audio tape recordings during the summer sessions. As a reading of the individual profiles will show, almost all of the students manifest poor self-concept and negative feelings about themselves; many come from homes with excessive parental drinking and more than a few exhibit signs of delinquency or psychopathology. Their profiles give vivid confirmation to the BIA social worker whom the report quotes as saying, "Almost all of the children enrolled showed damage in some way. Their relationship with others is faulty, and their adjustment is one of not finding relationships with any depth."

During the course of the project, the project staff became involved in many of the issues which concerned school personnel and students. One of these was the issue of control. The report states,

> Until the project staff went into the schools, all the rules and regulations were laid out by the school, the adult personnel, and the youth either abided by them or did not abide by them. What the project staff attempted to do was to demonstrate that the people who * * * live in that circle * * * not only can become involved, but need to become involved.

Another issue was that of prohibited student behaviors: drinking, sniffing glue, sniffing alcohol, running away. Through the project, students for the first time were asked to discuss these problems, and to explain why students engaged in these activities, and how they felt about them. Still another issue with which the project staff dealt was that of student feelings of humiliation. "One of the project roles," they report, "was to develop the self-image of the individual to include his heritage." Despite its involvement, however, the project staff reported that it "has not been able to get people to discuss at the conceptual level"; rather, they wanted to resolve things the "easiest, fastest" way.

In general, the reaction of the project staff to their experiences with Bureau students and staff personnel was one of disappointment and frustration, although they do point to progress made in each of the schools, and especially in one of them. Observations they made about the schools' environment and personnel help to account for the failure of the project to produce lasting attitudinal and other changes. These observations are discussed below.

First, a major factor inhibiting the accomplishment of project goals was the practice of punishment observed at the three schools. "Here is", they say, "a very specific and one of the most difficult jobs was to attempt to redirect the school staffs away from punishment. The report observed that it becomes very difficult to motivate youth when they reside in a punitive atmosphere of fear, punishment and repression, and to deal with some of their reactions to it—frustration, humiliation, running away and glue-sniffing. The project staff relates instances of physical punishment, some of a sadistic nature. Some students, for example, told of a staff member who hit them with his fist. Another instance, witnessed by a project staff consultant, was a punishment devised by a teacher in which two students were made to run in place in the classroom, in full view of the other students, one hour for every hour they were out of class. The teacher felt this would deter others from running away. Although the report points out that punishment is not always this harsh, it also says that punishment has a serious debilitating effect on the students and, done excessively, becomes a part of the atmosphere of the school. The authors hypothesize that some of the punishment seems to stem from the school staffs' feeling threatened by the students and not knowing how to deal with asocial or dysfunctional behavior. But, they say,

> If the goals and objectives of the Youth Development Program and the Bureau goals are going to be implemented on the campuses of the Bureau schools, then the punitive approach used by the school staff to deal with youth must be eliminated and new approaches must be developed through training; approaches which

> will create an atmosphere in which people (youth and adults) can express themselves and relate their feelings and discuss mutual concerns on equal terms regardless of rank or hierarchy. This does not seem possible today.

A second factor preventing success of the project was the intense feeling of isolation on the part of the students. They felt separated and isolated in the school, felt isolated from school personnel, from the community nearby and from the larger society. The report points out:

> If youth are to be able to function when they leave these boarding schools, then they must not be forced to exist in isolating conditions and must have the opportunity to become involved in the community with other youth (Indian or non-Indian) and other adults.

A third factor that the project staff observed was the children's feeling of inferiority, a feeling which leads to an inability to integrate the experiences and events of everyday life. Treated as inferior by adults, children feel inferior and learn to feel they cannot face the difficulties of life without adults. As for adults, they appear reluctant to permit children to probe, to examine, to question. Furthermore, the report observes this:

> Not only are children held consistently from making mistakes, but even the staffs of various schools are helped from making mistakes by their supervisory personnel. For example, supervisory personnel have often said that they have taken people by the hand for many years to get them to function more meaningfully. Today some of these individuals find it extremely difficult to function at the level with which they have been placed . . . This sense of helplessness, this sense of inferiority, is instilled and constantly reinforced in the subtle and direct actions taken by some Bureau personnel.

The three factors described above—punishment, isolation, and inferiority—describe only some of the conditions which proved to be obstacles to change in the three boarding institutions. Another factor was the inability of many staff personnel to adapt to change themselves. The report adds, parenthetically, that "only two people in the area office have been capable of struggling toward keeping commitments in light of stated objectives." It suggests that school staffs might adapt more easily if they were given more control over their working environment.

Although the summer training program fell short of its objectives, its significance should not be discounted. In the words of the report, "This was the first time that youth in the schools had ever become involved in activities of this kind and the first time that school staff members had become involved with them in cooperatively working toward a common goal." Considering the obvious need for better interaction, understanding, and sensitivity among all those who come to live or work at Bureau boarding schools, it is striking that the effort stands in relative isolation.

If constructive change is to be instituted and maintained in Bureau boarding schools, commitment of all participants (including all levels of the BIA), continuous training efforts, and systematic followup procedures will be needed. The investigators do not underestimate the magnitude of the problem. They write, in conclusion:

> As far as working with the community, the tribes, the area office, the Bureau of Indian Affairs central office, and even the schools themselves, this project has barely scratched the surface. The problem is so vast and if change is to be perpetuated in the Bureau schools, then the Bureau of Indian Affairs must take a more active role in helping the Indian people to help themselves change the quality of their own lives.

L. Sherman Institute, Riverside, California

1. Special Evaluation and Report on Sherman Institute by Dr. [illegible], University of California

University of California,
Los Angeles, Calif., November 19, 1968.

Senator Wayne Morse,
Chairman, Special Subcommittee on Indian Education
U.S. Senate, Washington, D.C.

Dear Mr. Chairman: As requested in your letter of October 25, 1968, I made a visit to Sherman Institute in Riverside. Because of the timing of my visit, I was able to entice Mr. Milton Fogelman to accompany me. He is the former Associate Director of Job Corps and has had considerable experience in dealing with educationally disadvantaged young people including the American Indian. You should regard the balance of this letter as well as the enclosed report as draft statements since I have not had the full opportunity to reread the statements after their initial preparation. You will note that I have sent copies of the draft report to Mr. Evans.

Let me first say that one should be wary of the 2 day visit to a 66-year old institution which results in a recriminatory and scurrilous report. Such a visit necessarily omits the composite experience of the school, the history of successes and failures, and problems of community relations and the changing staff and population. Rather, casual inquiry often is in the nature of a snap shot and distortions can well be caused by the camera, the photographer or in some cases the angle.

As you are aware Riverside, Calif. is a desert community, historically noted for citrus culture and thus acquiring a generally conservative, prime production oriented population. Local Indian populations have been and are severely discriminated against and are probably at the bottom of the economic ladder along with Mexican-American, Mexican National and Negro field labor. The length of time that the Institute has been in Riverside and its relative isolation from the city of Riverside itself produces the apathetic noninterest of the community in the school. As a result, the staff at Sherman ably reciprocate by providing a counterbalancing noninterest in Riverside. The students rarely go into downtown Riverside and when they do generally find themselves unwelcome in the stores and establishments.

Without attributing to the staff any conscious effort toward this end, a rapid survey of the Institute produces the impression of a rigid, uncompromising, bureaucratic, authoritarian non-innovative feudal barony in which the students are handled or processed rather than educated. No concern was noted by responsible staff that the 75-cents per day per student for food produces a [illegible] completely ignores the fact that the food served is largely inappropriate for this age population. It was noted that only milk (½ pint) or cocoa are ever served with meals and it was with humor that I observed [illegible] old men and women being so served. I deduced that the population or the menu planner must have a religious [illegible] or Kool Ade. However, noting that on Friday meat is never served the religious influence must be composite in nature. Most staff members queried had scant knowledge of what goes on in the dining room. It occurred to me that I had rarely seen a more insensitive attitude or a more uncompromising rigidity. Gladys M. Gardner, identified as an education specialist, prepares the menus in Phoenix area office and directs the acquisition of food based upon those menus to be shipped to Sherman. Apparently no substitution is permitted. Miss Gardner, I was told, has not been to Riverside for some time since she is not well.

The funds provided both as an allocation to Sherman by BIA and title I are apparently a function of availability rather than the result of intelligent budgeting and planning. The staffing pattern authorized is inadequate by any measurement and I was informed that several authorized positions are not filled. The [illegible] title I funds is not expected to be available next fiscal year from OE. Instead such funds will be appropriated directly to BIA. If the same inadequate planning is used, Sherman may well not receive even this minimum additional support.

Generally speaking the staff gives the impression of a fairly old age. Save for a few notable exceptions an old settler [illegible] hovers over the Institute. This vigorous inaction attitude coupled with, what is apparently an authoritarian regional office in Phoenix, produces a why bother trying attitude. This is particularly noted in matters affecting the students. Much staff interest was in evidence on subjects such as staff pay, travel funds and educational time. Among bureaucracies this is common but I never fail to be surprised by it.

The lack of textbooks is appalling. Exceeding that is the helpless approach taken by staff. Apparently the condition [illegible] called to the attention of Phoenix—no further [illegible].

As an example to support the urgent need to introduce new leadership into Indian schools, was a discussion on driver training for students. It was stated that no driver training cars could leave the Institute property because of a technical question of parental responsibility. When it was pointed out to the staff that Job Corps had worked out a method at Camp Parks, Calif., to do off reservation driver training and which apparently overcame whatever legal objections existed at Sherman—I could find no one interested enough in the solution to give the name and address of the responsible person at Camp Parks to talk to. There is a general tone of nonenthusiasm and habitually blowing the trumpet with only one lip.

To summarize, I see it as follows:

1. Inadequate outside evaluation.
2. Inadequate staff (both quantitative and qualitative).
3. Inadequate administrative skill in budgeting, use of surplus property.

4. Inadequate vigor in defending the interests of students.
5. Inadequate admissions criteria.
6. Inadequate feed-back of results.
7. Inadequate funding.
8. Inadequately identified goals.
9. Inadequate vocational training.
10. Inadequate buildings.

Other than that most everything is OK.

Sincerely yours,

EDWIN V. [illegible],
University of California, Los Angeles.

A. THE EDUCATIONAL PROGRAM

(1) The stated goals and philosophy of the school.

The philosophy as stated in the Institute information bulletin (attachment No. 1 hereto) says:

> We believe that the program of any school should be designed so as to enable each student to realize his full potential: emotionally, socially, physically, academically and vocationally, in order that he may become a useful member of our ever-changing democratic society. Our school is dedicated to the task of helping each student effectively merge his native culture and his expanding environment.

(2) The relevancy of school program to the needs and aspirations of the population served. Does school program relate to or is it influenced by reservation relationship of many of the students?

If the basic assumption is accepted that the needs and aspirations of the population served is an academic education leading toward a high school completion certificate, then it follows that the highly structured residential high school environment present at Sherman Institute does indeed accomplish that goal. If relevancy includes the concept that educational experiences should have the goal of providing students with an awareness of the societies in which they will be called upon to function, substantial gaps exist in the current program.

In a physical sense there is a limited relationship to the reservation because the population is largely from Arizona while the school is located in Coastal California. From an educational standpoint there is an overwhelming influence by the long-term composite opinions of tribal councils, tribal educational committees and parents. These groups and individuals purport to identify the needs and aspirations of the students as being an education resulting in a high school diploma in general equating to white schools. The fulfillment of this goal is the apparent thrust of the educational activity at Sherman.

The disquieting factor involved is that a substantial number of the students are assigned to Sherman for sociological reasons (broken homes, inadequate supervision, etc.) rather than to achieve an optimized educational experience.

It would appear that, as a minimum, additional funds should be provided to amplify the staff so that concentrated efforts may be made to cope with the psychological distress of certain of the students as well as being able to provide apprentice level vocational training for those students whose needs and aspirations are not primarily academic.

(3) Relevancy and adequacy of curricula and method in regards to student background and needs.

There are not enough textbooks for each student in a class to have one. This appeared to be the general condition. Examinations were cursory but copyright dates of books were 1952-1955 with one being observed 1961. Each staff member interviewed unanimously identified the book shortage as one of the principal problems. Little or no "teacher prepared" material appears to be in use. In view of the book and text shortage and the apparent ages of those books available, no qualitative evaluation was made. The curricula is in compliance with requirements of the State of California. A detailed listing of courses given is shown commencing on page 6 of attachment 1.

It becomes a point of philosophical agreement or disagreement whether the goal of the Institute is correct. Voices could speak ably on both sides of the profitability of providing a standard high school education to all enrolled Indian youth. Accepting the position of BIA that it is a proper goal, the curricula will produce that result.

With respect to the background and needs of the students, as mentioned earlier, there appears to be a broad cross-section ranging from students genuinely interested and motivated to obtain an education through the spectrum to those who are being provided primarily with domiciliary care. There appears to be great ambivalence on the part of staff members. For example: When inquiry was made as to why there was no opportunity for students to receive agricultural, horticultural or animal husbandry training the reply was made that "Indians are not farmers". When asked to estimate the likelihood of academic success (i.e. a college degree or completion of an advanced vocational training program), staff members expressed the opinion that based upon past experience the percentage of successes would be extremely small. Apparently, the belief is that receiving a standard high school education the students can successfully proceed to a vocational training school. Some effort is made to acquaint the students with the "world of work". Drafting, woodworking, metal working are available but they appear to be on a "hobby shop" basis. It was particularly noted that, in accordance with usual high school techniques, great effort is expended on behalf of the winners in the population.

Several staff members identified communication skills (i.e. speaking, listening, reading and writing) as the greatest problem and need of the average incoming student. No initial intensive course work, tutorial effort or staff attention was noted either in the scheduled courses or in the actual activities.

Substantial emphasis on home economics for the girl students and the apparent enthusiasm of the girls for this course work may be a commendatory measurement showing that they consider the homemaking training relevant.

(4) Student achievement as shown by such indices as dropout rate, truancy, achievement test results. Student achievement compared with national and State norms. Promotion rate and bases for promotion. How many go on to college or junior college?

The dropout rate calculated on an annual basis is low. Out of [illegible] enrollments for school year 1968-69, as of October 31, 1968, 18 had dropped out which calculates to .202 percent. (See attachment 4.) These data are somewhat misleading in that there is an initial period during which the student is not considered to be "enrolled". From separate inquiry it was learned that 20 students from California tribes had dropped out during the early days of the school year but are not shown in the formal statistics.

A lengthy document dated December 15, 1967 which purports to be a "followup" of June 1966 and June 1967 graduates (attachment 5) was developed partly by graduating student's statement of intentions of attending adult vocational training schools and partly by a mailed questionnaire. Recognizing the mobility and volatility of all young adult populations it is not inconsistent with non-Indian graduating classes with the prime difference being less college entry and more vocational school entry

Of the 1966 graduating class of 108, six actually enrolled in college according to the data provided.

(5) *Adequacy of student records including adequacy of followup information on graduating students*

Usual high school records are maintained amplified by behavioral records (i.e., beer drinking, etc.). From staff comments as to staff and instructor shortage it could be deduced that little use is made of these data since there is apparently no formal intra-staff data retrieval system.

The followup on graduating students is casual and based largely upon mail questionnaire. While it provides a general trend line, apparently no beneficial information is thus obtained which would contribute to improvement of curricula, counselling or the overall program.

(6) *Teacher qualifications*

The formal requirements for teachers is at a very high standard (see attachment No. 6). The GS grades and salary awarded for a beginning teacher (GS-5—$5,732) or a teacher with graduate study or specialized experience (GS-7—$6,981) superficially appears comparable to the Riverside Unified School District salary scale ($6,420) and ($6,786). This comparability disappears when it is recognized that Riverside School district is for the school year while Sherman salaries are for the calendar year. This difference could ultimately produce staffs at Sherman Institute which fulfill formal requirements but may lack ability to cope with the special student population.

(7) *School accreditation*

The State of California curricula requirements are said to be fulfilled. For reasons which were not made clear formal accreditation does not currently exist. It may be that some environmental requirements have not been met or simply the fact that the use of a complete high school curricula has been recently developed and used. It was not clear as to what plans are in being with respect to seeking State accreditation.

2

B. STUDENT SELECTION

(1) *Breakdown of current enrollment by tribe [illegible] California students and from where*

(2) *Who makes the decisions regarding placement of students. Enclosure listing "reasons for attending". We would like a breakdown of current students and any comments you can obtain from Sherman re the method and effect of this selection process.*

As earlier noted a portion of the Sherman student body is assigned for reservation sociological reasons which have little to do with education. Cited examples include broken homes, [illegible] social behavior, alcoholism of parents, [illegible]. These decisions apparently lie with recommendations of [illegible] social workers, approval by parent or guardian and [illegible] reservation administrative authority.

As a result of the school building program on the reservations, particularly the Navajo, unused capacity at these schools became visible commencing in 1966. An apparent policy position by BIA was assumed that reservation schools would be filled as a higher priority than Sherman. Coupled with the condemnation of certain buildings at Sherman, the student body was concurrently reduced from 1,200 to 900.

The final decision as to assignments to Sherman is apparently made at Phoenix area office. This may be pro forma since it appears that all eligible applicants are received at Sherman.

(3) *Basis for selection of California students*

With respect to California Indians I was unsuccessful in obtaining what the specific admissions criteria [illegible]. Several staff members commented on the [illegible] of the California student compared to the Arizona [illegible] student but apparently these differences have no [illegible]. The differences appear to be the urbanized and somewhat more sophisticated California youth versus the rural characteristics of the Arizonian.

Staff comments indicated that substantial friction exists between Arizona and California students and the dropout rate for Californians is predicted to be much higher.

It would appear that the exposure of Californians to the more permissive State secondary schools makes the structured atmosphere of the institute less attractive.

(4) *Parental involvement in selection of students*

Since the principal actions involving [illegible] the reservations, the only apparent participation of parents is the necessary responsibility signoff as part of the [illegible]. No staff member indicated knowledge of parental actions [illegible] influence to the student remaining at the institute. Examples were cited about parents sending money for transportation to [illegible] dropouts.

It may well be that in numerous nonvisible cases the parents are the principal encouragement to the enrollment of students as well as to their continuation.

C. COUNSELING AND GUIDANCE PROGRAM

1. Policies re counseling.
2. Number of counselors.
3. Counselor qualifications.
4. Effectiveness of program.
5. What assistance is available to students with emotional or psychological problems (see enclosure listing reasons for dismissal 1966-67).

There is a full time director of counseling and a small staff which are assigned counseling duties. However, the entire guidance program is operated only because of title I 89-10 of Federal funding. This includes an arrangement with California State College at Fullerton to provide professional training for Sherman staff as well as graduate students working on a part-time basis.

It appears that the residential counseling program is not staffed to the minimum safety requirement standards established by BIA. This is a potentially dangerous situation. The academic counseling guidance program without title I funds would be virtually non-existence.

It is apparent that even the very well-qualified professional staff of BIA in Washington has not been made available in a meaningful fashion to the staff. For example, the administration and utilization for the California achievement test does not reflect the knowledge of a person like Thomas Hopkins, Division of Curriculum, BIA, Washington. Without the understanding of the basic language problems, the value of administering these tests must necessarily be limited to defining the nature of a special language program that should be developed and instituted. Such a program does not exist except in a most limited and disguised fashion as English I. This will have limited impact in solving the language problems of the students.

D. SCHOOL COMMUNITY RELATIONSHIPS

(1)-(2) Participation of students in community activities

No evidence was found that any participation with community activities occurs with the exception of church attendance and participation in athletic competition to a limited degree. The local library of the city and county is not apparently used by either staff or students and the facilities and personnel of the University of California, Riverside, are involved only in structured programs such as Upward Bound. The impression was gained that if Sherman were more distant from Riverside by 1,000 miles, neither the city nor the institute would not a marked difference.

(3) School participation in local OEO programs

As mentioned, Upward Bound at UCR had a nominal participation from Sherman. In addition, summer 1968 had approximately 100 Sherman youth enrolled in NYC. (Locally developed information is that no Sherman youth will be taken in summer 1969 because the quota for NYC Riverside has been cut.) Apparently the local CAA does not consider Sherman within its purview.

(4) Effect of social controls on students both on and off campus

The effect of social controls on students on and off campus results in minimum incidents and turbulence. The local populations do not relate in any way to the institute. Comment was made that local people rarely visit or concern themselves with the school.

(5) Part-time employment opportunities in Riverside area

The part-time employment opportunities in Riverside are centered in house work for the girls and lawn cutting and helper for the boys. This is usually Saturday work paying between 65 cents to $1 per hour. It was described as being approximately 4 hours per Saturday and a typical recent Saturday showed 200 out of a total of [illegible] having such jobs.

Interview of local resident who has intermittently used part-time help from Sherman showed that he considered them taciturn, noncommunicative and generally unreliable for grass cutting or [illegible] unless closely supervised. When asked whether he will continue using this 65-cent labor, he replied "only if I have to."

E. THE PHYSICAL PLANT

(1) The physical condition of classrooms and dormitory quarters

Because of the condemnation of eight major buildings and the partial replacement of dormitories, the physical condition of such buildings being used is good but dormitories are being [illegible] offices and basement recreation rooms are being [illegible].

Under the present space usage the net effect is [illegible] ward. As a matter of high priority the balance [illegible] buildings should be built.

(2) Size and adequacy of library

The library is one of the condemned buildings [illegible] member seriously commented, since hardly anyone uses it, it is being continued in use to store the books. There are about 10,000 books stored but they represent an accumulation rather than a selection and did not appear to include recent titles.

(3) Recreational facilities

Recreational facilities appear to be outside games since the gym was condemned. There may be an arrangement for the use of [illegible] church facilities, but specifics on this point were [illegible].

(4) Adequacy of shops and labs

The shops and labs are pro forma. Metal and [illegible] and tools are limited in scope and are of World War II vintage. By most minimal vocational training standard they are inadequate in terms of equipment, and staff.

F. WHAT ARE FUTURE PLANS FOR THE SCHOOL?

On November 7, 1968 entering the fifth month of the fiscal year, the institute budget for fiscal year 1969 is not known. Something on the order of $1 million is available for operational costs. This includes such bizarre items as 75 cents per day per student for food and the operation of a store which makes a profit of $1,100 per month which is then used to buy athletic equipment for the football team.

When questioned about the buildings that are to be built the staff indicated that the subject matter to be taught (i.e., academic or [illegible] tional) had not been finally decided, therefore, decision on necessary buildings had not been made.

If there are completed plans they are not known to the staff at Sherman.

G. GENERAL OBSERVATIONS

An interview with country education authorities revealed that there is a State of California inhibition against Sherman participating in such needed items as film strips and other enrichment material. This should be investigated to determine how, if it does exist, it can be waived.

The principal omission noted is the lack of outside objective evaluation of dormitory life, vocational training and academic studies. This is exacerbated by "inadequate travel funds" which has limited even the "normal" evaluation done by Phoenix BIA area headquarters.

The personnel practices militate toward a questionable result. Civil service lists are developed in Albuquerque or Phoenix (!) but personnel are not usually interviewed by responsible Sherman supervisors nor do prospective employees see Riverside or Sherman prior to hire. Local applicants are rarely hired because of 6 week to 3 month delay caused by civil service processing. Clearly a local TAPER authority is necessary to be able to utilize local employees without incurring moving costs and to give supervisional personnel the opportunity to have interviews.

No substantial use is being made of readily available surplus materials. No effort has been made to obtain surplus trailers or temporary buildings to accommodate the current emergency situation. Apparently little attempt has been made to obtain updated tools, machinery and vehicles.

2. REPORT ON THE SHERMAN INSTITUTE CONFERENCE, JUNE 1969, PREPARED BY MRS. CLARK J. TABER ON BEHALF OF CONGRESSMAN JOHN V. TUNNEY.

The purpose of the conference was to bring together people concerned with the education of Indian youth.

More specifically, we were to help plan a program to be housed in new buildings being considered for Sherman Institute. These buildings are needed to replace eight main-buildings condemned as unsafe according to California earthquake standards. Students, teachers, administrative personnel and staff were asked for their ideas and recommendations. Representatives from the Bureau of Indian Affairs, the State office of education, as well as organizations concerned with Indian education, offered information and suggestions.

It soon became apparent Sherman Institute has been operating under increasingly severe limitations for at least 15 years. The closing of the eight buildings is merely the most recent blow to a program suffering from many restrictive factors.

Most participants agreed the main crippling factor was the lack of necessary financial support. Buildings are desperately needed; so are materials, equipment, teachers, teachers aides and auxiliary staff. According to the Bureau of Indian Affairs about $1,300 per year is allotted per student at Sherman Institute. It should be doubled or tripled to provide the academic and vocational education these young people need! This is especially evident if one considers the special compensatory and remedial education these students require. By comparison, private boarding high schools allow from $2,500 to $5,000 (roughly), per student per year, for operating expenses and serve a more generally homogeneous, better prepared group of students. The disparity is obvious.

As it is now, the majority of students leave Sherman with a tenth-grade education and outdated or no job skills; many don't even learn to drive!

Since Sherman is not accredited, students do not graduate, only a diploma. They lack many subjects required for college entrance and only a few are well enough prepared to pass college entrance exams.

Second in importance to the lack of funds, is the pervasive negative attitude on the part of the administration and staff. These are generous, hard-working, dedicated people, operating under frustrating and extreme handicaps. As a natural consequence, many have developed a pessimistic outlook. Admittedly, these are subjective reactions on my part, but I am convinced this outlook of the administration and staff has contributed to a stifling atmosphere and has limited the students' performance.

There is prevalent a prejudgment or expectation that these Indian people will fail before they even begin. And, in time, this becomes a self-fulfilling prophecy, in spite of the fact of a [illegible] of intelligence and capabilities among the students. Even many who come from deprived home and school environments [illegible] especially in English and math, supportive and continuing counseling, the majority could succeed.

Sherman Institute could provide Indian young people with a valuable transitional experience; equipping them with academic and vocational skills with which to enter modern society and at the same time maintaining links with their own cultural heritage. At the present time, Sherman Institute falls far short of this goal.

In light of these urgent problems, I sincerely hope the Bureau of Indian Affairs will consider the following recommendations:

1. The Bureau should restore Sherman Institute to first priority in building allocations so the present congestion can be relieved.
2. Further, the enrollment at Sherman should be cut to [illegible] students until the new buildings are completed.
3. The allowance for each student should be doubled [illegible] purposes.
4. The curriculum should be modernized; revamped to be flexible and provide for individual needs as nearly as possible.

If it is not possible to bring Sherman Institute up to date (both as far as educational program and physical facilities are concerned) it should be closed and alternatives should be considered. One possibility discussed was that of providing boarding residences for Indian students while they attend public school. In this case, however, the students would need remedial, supportive and counseling services to enable their integration and success. Public school districts would therefore need reimbursement for these special services above and beyond that provided for other Federal employees' and servicemen's children.

Probably the most radical solution (and maybe the best), would be to shift the entire Bureau of Indian Affairs from the Department of

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of the Interior to the Office of Health, Education, and Welfare. Obviously, the Department of Interior's primary concerns are not human needs but rather land management, etc.

But, I suppose this kind of basic restructuring would require a monumental effort! The tragedy is that the original people of this land continue to suffer under this archaic system. And it can only get worse as technology speeds up and modern America leaves her first people farther behind!

SUGGESTIONS FROM STUDENTS

GROUP I

1. Provide courses to fit the need of students entering high school (academic).
2. Grouping students according to grades.
3. Have adequate testing of students to put them in proper classes.
4. Reading lab. (Test out for weaknesses.) Something you're interested in.
5. Total program that will fit the need for all students (their major).
6. Teachers understand the Indian background before teaching Indian students.
   (a) Maybe visit Reservations.
   (b) Take Indian History—pertaining to Indians.
   (c) Communicate with Indian people to feel and understand their background.
7. Want teachers who will fit the needs of Indian students.
8. Smaller classes to work with students.
9. Have students take charge of class who are interested in that particular subject, instead of having teacher-aids or someone else who is not interested. (If teacher is ill or out.)
10. Have tutors in dorms.
11. More clubs—something you are really good in, and give you a sense of pride which will make you better or feel better.
12. Student involvement in total operation of school.
    (a) Curriculum planning.
    (b) School Policy.
    (c) Staff evaluation.
13. More intraschool activities. Be involved in community activities.
14. Classes for senior boys on how to live in apartments called "Apartment Living."
15. More subjects that will fit the need of students. Something that you are interested in, instead of placing you into a class that will not help you for future use.

GROUP II

1. Two students to room.
2. Air conditioned classrooms.
3. More Home Ec and Vocational Shops so as to have on-the-job work experience.
4. Indian arts and crafts taught as regular class, maybe in Home Ec.
5. Separate Home Ec building which would house all Home Ec.
6. More projectors and up-to-date film (most BIA films are really old and worn).
7. More vacations so we can learn more about jobs.
8. New gym.
9. New big auditorium.
10. Swimming pool.
11. More materials for Home Ec; that is, fabrics, so all [illegible] can make prom dresses.
12. Rooms which can be opened up to make large rooms.
13. More teachers for smaller classes.
14. More guidance.
15. Power Sewing Classes.
16. Classes for Senior boys to learn how to live in apartments to be called "Apartment Living."
17. Indian museum.
18. Music room.
19. Large audio-TV rooms.
20. More outdoor recreation facilities like tennis, volley ball, etc.
21. Spanish architecture for the Student Union building.

GROUP III

1. Intercom for reading labs and for classroom purposes; closed circuit TV for teaching purposes and audio-visual aids.
2. Classrooms should be properly equipped with heaters and air conditioners, new desks and more books.
3. Desks with lift up tops were suggested to be used, then just a regular desk with a rack to put books on during class period.
4. Suggestions for lockers were also brought up. Would it be better with or without lockers.
5. More better dormitory personnel who will keep personal matters confidential.
6. More better selected dorm aids and staff and night [illegible].
7. A counselor to an individual on campus.
8. Have particular counselors for certain individuals.
9. Instructional aids and staff go by strict rules of confidentiality about student affairs.
10. More people be allowed to attend public parks, have a more spreadout boundary line; more time for relaxation.
11. Need new equipment in bakery shop and a new bakery building.
12. Have a Student Union building having a bowling alley, pool tables, swimming pool, and student store—all facilities available for all students.
13. Swimming courses should be taught concerning competitive sports.
14. Expand the dining hall and the student store.
15. Should have better sack lunches, with more fresh food and larger amounts.
16. Have courses in electronics, aerial electronics, painting, [illegible] mechanics, courses in courtesy and respect to treatment of other.
17. New auditorium for the student body, for [illegible] etc.
18. Driver education should be improved; should have a movie training instructions, more area to work in, a more permanent instructor.
19. A new band room and a chorus room.

20. Have a more big and better arts and crafts building.
21. PA system installed in all of our classes.
22. Lights for football field and more bleachers.
23. Gymnasium with fold-up bleachers for more than one practice floor.
24. Tumbling equipment to make a fully equipped gymnasium with a balcony.
25. Should have more students observe our flag in raising and lowering.
26. More teachers.
27. More Indian teachers needed.
28. Votes were taken on types of desks. Decision was a desk with a rack to hold books and an unattached chair and adjustable desk top.
29. Kinds of classes:

English: Native language should be taught, and also foreign languages. More language courses taught starting with English and any foreign languages other than Spanish. Suggestions for foreign language students to organize a club where they can speak the foreign language they are learning.

Business: More courses taught in business, as shorthand and business machines.

Home Ec: Boys may benefit from taking Home Ec. Have kitchens available for students who may prefer to prepare their own food.

Hobbies: Rooms provided for students to practice and play musical instruments to their heart's content. Horseback riding. Have a riding and equestrian course and have students take care of the horses.

30. Get more people involved in activities concerning the students at Sherman.
31. Amplifiers, drums, microphones.

M. Stewart Indian School, Stewart, Nevada

1. A Report to the Senate Subcommittee on the Stewart Boarding School, by Dr. Glen Nimnicht and Mr. Francis McKinley, and Mr. Stephen Bayne, of the Far West Laboratory for Educational Research and Development

On the request of the U.S. Senate's Subcommittee on Indian Education, the Stewart Indian School was visited by Dr. Glen Nimnicht, Mr. Francis McKinley, and Mr. Stephen Bayne, all staff members of the Far West Laboratory for Educational Research and Development. The visit lasted for 2 days, during which time interviews were held with administrators, teachers and students, and observations were made of the physical plant.

Stewart Indian School is located on the outskirts of Carson City, Nev.—on the same grounds as the Nevada Agency of the Bureau of Indian Affairs, and close to the State penal institution. The school has an enrollment of 600 boarding students, and theoretically is in existence to provide them with a standard academic and vocational secondary curriculum. The reality, however, is quite different.

A. STUDENTS

The students at Stewart, first of all, are not standard high school students. Eighty percent of the students, ranging in age between 12 and 20, are social referrals from reservation schools in Arizona and Nevada. This means that these children had problems at home (broken homes, alcoholic parents) or at school (discipline, academic failure) which could not be handled locally. They were, therefore, sent to Stewart. The students themselves say they were sent to Stewart rather than to some other boarding school because it is so isolated that they cannot run away—or go home too frequently.

The remaining 20 percent of the students come from the Hopi and Papago reservations where there is no local high school available.

Within both of these major student groupings, there are some who are at Stewart because it has become a family tradition.

For all of these students, the Stewart experience falls far short of an educational challenge. They perceive the school as an easy place where they can do far less than was required of them in the reservation schools and still get by nicely. They are resigned to the "fact" that they have limited potential as Indians, and thus accept the school's easy low standards as right for them.

Their basic problem is that they come to Stewart with academic problems requiring intensive remedial work. Instead of this they get a watered-down, "easy" curriculum. The mathematics department provides a good example. The first course for "high school" students teaches addition and subtraction. The second-level course deals with all four basic operations plus fractions. The next course is concerned with proportions for simple algebra, while the top course is finally algebra.

The relationship between the academic problems of the students when they arrive at Stewart, and their academic experience at Stewart is apparent on examination of California achievement test (CAT) scores obtained by Stewart enrollees. Test scores for the present 12th grade class at Stewart show an average achievement in English language skills at the ninth-grade level (9.2 exactly) with a variation from fifth grade level to 12th-grade level. The latter score was obtained by only one student of the 106 who took the test. Only 12 students of the class of 1967 went on to college or junior college—8 percent of the graduating class.

Total test grades for the CAT given during the school year 1968–69 revealed the following:

Stewart:

Grade	CAT
6th	5.2
7th	5.8
8th	7.1
9th	7.0
10th	7.5
11th	8.3
12th	8.4

Thus, the entering sixth graders at Stewart are academically retarded by about 1 year, and the graduating seniors are retarded by well over 3 years. By these criteria, the school has not achieved any remedial function, and, in fact, seems to have exacerbated the difficulties the Indian children had before they arrived at Stewart.

Followup data on Stewart graduates are entirely inadequate, as the school records list only the placement of most graduating seniors. There are no data on the success of Stewart graduates in postgraduate schools, or in employment.

The dropout rate for 1967–68 was 4 percent, or 21 students, of whom seven simply went home and never returned, eight were withdrawn by parents, three were expelled as behavior problems and were ordered back to Arizona by their parole boards after involvement in burglary.

B. STAFF

There are presently 40 teachers at Stewart. One has no degree of any kind. Seven have high school diplomas, 22 have bachelor's degrees, and 10 (25 percent) of the faculty hold master's degrees. One-quarter of the faculty are long-term BIA employees with an average of 22 years of service. The average age of the teachers is 43, and five are over 60.

The principal of Stewart has no authority in the selection of teachers for the school. Instead, he is dependent on an area office selection from a limited service registry. Thus there is no possibility for choosing teachers with special backgrounds for enrichment programs, nor safeguards against incompetents. As an example of what can happen with this arrangement, Stewart now has a teacher who has difficulty speaking or understanding English, and who was never told a thing about Stewart.

Most of the teachers at Stewart are teaching six [illegible] each school day. Both the Stewart staff and the investigators feel that under these conditions teachers cannot even begin to deal with the special problems of Indian students.

There are eight people on the Stewart guidance staff, of whom three have master's degrees. Three are over 60, while the rest are under 35. Counseling and guidance functions are thoroughly confused with each other, and all members of the staff advise students as to their best possibilities for future schooling and employment, help settle disputes between students and teachers, and counsel students on personal problems. Psychological assistance to students is limited to discussions with guidance personnel, who hold office "open house" for 2 hours each day, and to a series of films on life problems. The guidance building includes a number of rooms which are available for free creative activities, such as painting, drawing, and wood carving.

The guidance staff complains that the effectiveness of their program is greatly inhibited by the dormitory staff, which is ignorant of the "psychological" approach of the guidance staff toward student problems, and rather insists on strict, punitive discipline.

There are presently 23 dormitory aides at Stewart, giving an aide-student ratio of 1 to 26. The aides have all acquired high school diplomas, and average 42 years old, with three over 60, of whom two are over 70.

C. THE PROGRAM

The academic curriculum, hardly mentioned by the informants to whom we spoke, and given secondary consideration in the overall program, has already been described as a watered-down version of the usual high school curriculum.

All vocational programs, except for home and sign painting, are nonterminal. Initially, students are rotated from one vocational specialty to another (drafting, carpentry, welding, sheet metal, and machine shop, electricity and electronics, painting and farmwork for the boys) until the junior year, after which they spend one-half day of each school day in one vocation—either wood shop, metal shop, painting, or farmwork. The boys who do best are encouraged to take painting or carpentry, while the "low" achievers are placed in general farmwork and heavy equipment operation. The girls may choose from only two fields—general and home service (known as [illegible] "hospital ward attendant" training, which the girls consider [illegible] farce—a euphemism (they say) for more domestic work.

The residential program features the following: "Free" time for Stewart students is from 6 to 8 p.m., Monday through Saturday. Board games and recreational equipment (ping-pong, etc.) are available in the dormitories during this time.

Extracurricular clubs include band, 4-H, student newspaper, yearbook, athletic teams, and various home economics clubs and activities.

The student council operates a campus store available to each dormitory one night each week. Visits to Carson City are made by few groups of students each Saturday afternoon for a charge of 40 cents. Dances and parties are scheduled throughout the year.

Students say that their contacts with white people on the trips to Carson City are minimal, and usually nonexistent.

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B. IMPRESSIONS AND COMMENTS

In addition to the collection of the above data, we built up a general subjective impression of Stewart Indian School. Stated succinctly, we feel Stewart is a tragedy. Historically an isolated school for problem children, it is now the school to which Indian children from the Southwest are sent as the only alternative to dropping out of education entirely. At Stewart these children are passed from one vocational department to another, never receiving sufficient training to prepare them for jobs, and never receiving the remedial programs necessary to cope with their deficiencies in reading and writing English. They graduate from the school with a high school diploma and a ninth-grade education, and expect to compete with other Indians as well as non-Indians in postgraduate vocational schools and the job market. With them at Stewart are Hopi, Pima, and Papago children who have no secondary school near their reservations, and so are sent to Stewart arbitrarily as one among a number of other Federal boarding schools. They too receive the most minimal of educational experiences.

The teachers at Stewart know their task is hopeless. They accept the "low potential" of their students, and expect to prepare them for the lowest of occupations. They are indifferent, uncreative, and defeated. The guidance staff attempts to ameliorate the school's archaic social rules, but must fight dormitory aides who were educated at Stewart and who believe in and enforce strict discipline and puritanism. The principal believes in trying new approaches and remedial programs, but must work with teachers whom he has not chosen, and a completely inadequate budget. The students must obey rigid social rules characteristic of reform schools, while living under the lie that they are actually receiving a high school education. They have almost no contact with the world outside the barbed-wire boundaries of the campus, and cannot even return to their homes for Christmas. That they remain vibrantly alive human beings at Stewart is neither an excuse for the school's existence nor a negation of the tragedy. They remain children confused and threatened by White America, deprived of an adequate education, and subjected to inhumane rules restricting every aspect of their lives.

One of the major problems at Stewart is that no one seems to have identified the fact that Stewart is a specialized school dealing almost exclusively with problem children who are low achievers. Eighty percent of the students are assigned to Stewart for this reason and yet the school is operated as though this wasn't true.

1. The academic cost per child was between $550 and $600 in the 1967–68 school year and the budget was decreased for 1968–69. A remedial program would cost twice as much.

2. The teachers meet classes of 15 to 20 children five or six periods a day.

3. The teachers are not selected for their special knowledge or skill in dealing with Indian children, or problem children or to do remedial work. They are not even informed about the special problems they will face prior to accepting a position in the school.

4. The myth that the students are obtaining a high school education is maintained. "When a child comes here in the eighth grade but is doing fifth-grade work we can't place him in the fifth grade. The child and the parents would think something is wrong with the school so we keep them in the grade they are in and promote them each year until they graduate." There was some indication from interviews that the students are not completely misled, but they also seemed to want to believe this myth.

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It seems fair to say that until someone gets a grip on reality Stewart will remain a tragedy. The Bureau of Indian Affairs needs to recognize the special character of the school it has created. If it did, several changes would follow:

1. The Indian children who are not problems would not be assigned to Stewart.

2. The financial support for the school would be drastically raised.

3. The staff—principal, teachers, guidance counselors and dormitory supervisors—would be carefully selected for their skill and training to operate and teach in a remedial school for children with serious social and psychological problems. Thus most of the present staff would be transferred.

4. An intensive inservice-training program to help the staff understand the children they are teaching would be an integral part of the school.

5. The school would have to be recognized as a nongraded school using modern equipment, curriculum and teaching methods. There is no evidence that the majority of these children are mentally retarded; therefore there is no reason why the majority of them cannot learn simple arithmetic if some intelligence is used in teaching it.

If the BIA would take these steps and followup [illegible] results, we would recommend that Stewart should continue to exist at least for the next 10 years. The sad truth is that there is a need for such a school and that need will continue until the BIA and public schools on the reservations are drastically improved to eliminate most of the problems that Stewart inherits, and be able to cope with the remaining ones at least as effectively as a boarding school, which is a poor alternative at the best.

3. PROGRAM REVIEW REPORT BY CHARLES N. ZELLERS, ASSISTANT COMMISSIONER FOR EDUCATION, BIA

[illegible]

A. ADMINISTRATION

The fiscal year 1969 allocation of funds [illegible]. This is reduced from fiscal year 1968. Enrollment at present is [illegible] this year compared to 600 in fiscal year 1968, due to the closing of one girls dormitory scheduled to be renovated. (The renovation was subsequently canceled.)

The minimum funds needed to run the school with its present program is at least $100,000 more than the fiscal year 1969 allotment. Personal services costs (salary plus personnel benefits) for those positions now filled will exceed $730,000.

Upon direction from the Area Director and Agency Superintendent the school program is being continued without the major changes which would be necessary to stay within the fund allocation.

Informal cuffs accounts are being maintained by the agency for the cost accounting items. This is necessary because of the lack of cost accounting information from the IADC and lack of faith in the automated system based upon past experiences. The agency does not feel that they get the proper information. They also pointed out the need for training in the proper reporting, use and interpretation of the information.

The school does not have the opportunity to make a meaningful contribution to the budget process. The area tells the school how much money they have to run the program. The money is then allocated to the various codes. The belief is still prevalent among noneducation people that all you need to do to prepare an education budget is to determine the per pupil allotment and multiply by the number of students. The philosophy implies that it is a waste of time to do it any other way and consequently little or no realistic planning is done for educational programs.

Decisions affecting the renovation of a building had been made, a $200,000 withdrawal of funds, without informing the Superintendent. A clear lack of communication. The Superintendent was concerned because he did not have the necessary information about the decision to relay to the tribe.

Mr. Whipple talked about the organization of the school. He indicated that he felt the home economics department should remain as a separate entity with the same status as the other department heads.

We feel the school's organizational pattern is open to question. The home economics department is a separate entity and appears to have undue influence over the operation of the school. The physical education program is a separate entity. Girls take 4 years of home economics; boys take 4 years of shop; some students take 4 years of math. Students do not have an opportunity to choose an elective at any time during their stay at Stewart. Only students achieving at a high level are permitted to take typing.

Such a schedule does not permit flexibility of scheduling and should be changed.

The students appeared alert and friendly. This appearance conflicted with the description given by some of the school's staff.

A major administrative problem in obtaining teachers through the arrangement at Albuquerque. Not only is the process time consuming, but the caliber of the teachers available is not equal to teaching talent available in the area of the school. (Stanford University graduates have shown an interest in the school, for instance.)

On the surface it appears that athletes were receiving preferential treatment but later revelations indicated this may not be the case.

The football team received new uniforms purchased before the school year began. This decision is open to question. The decision was made before the state of the school's budget was known.

B. STUDENT COUNCIL MEETING

The meeting with the student council was most revealing. The students did not feel that they were involved in the operation of the school. They indicated there were only two teachers at the school they trusted. They did not know how much money they had in the school bank; they did not have anyone working there and had not learned any of the skills associated with banking. They were extremely bitter about not being able to withdraw their money when they wanted it. They indicated they never would be able to learn money management if they were not allowed to manage their own money. They have to withdraw money on Thursdays for use the remainder of the week and make a list of the items they plan to purchase on Saturday when they go to Carson City. Upon returning from town their packages are inspected.

The student's store is managed under contract and the students do not know what is happening to their investment. Vouchers are presented for signature without explanation. Students don't know how much money is being taken in and expended. They feel they are being cheated although they could not present any concrete evidence.

A 2,200 acre farm (or ranch) is a part of the Stewart school program. About 200 acres of hayland is irrigated from ponds which store surface waters and warm flowing springs. It is a cow-calf operation with about 140 cows. The calves are slaughtered as yearlings and used for the food services at the school. An IMPL fund is maintained with school funds going to pay for the meat at a price necessary to cover the farm operating expenses. It was reported that this was about $.17 pound for meat last year.

The real purpose for the farm is to provide vocational facilities. At the present time three vocational areas are taught on the farm: beef production; heavy equipment operations; and mechanics. One instructor handles each area. About 15 boys are enrolled in each area, half of them juniors and the other half seniors. One class meets in the morning and the other in the afternoon. They are bussed the [illegible] from the school to the farm.

The three vocational areas integrate quite well. The beef production requires farm machinery to harvest hay and maintain the irrigation system and earth moving machinery to build ponds, level and smooth land and build and maintain the irrigation water storage and distribution system. The mechanics classes maintain the machinery for both of the other classes. The heavy equipment operations classes utilize the earth moving machinery. This provides a realistic environment for the vocational training because it is an actual operation which produces an identifiable result. The boys can see the results of their activities.

Other vocational areas are being considered to add to the program. A range management course is being established because of the demand for vocationally competent workers in that field. A nursery or landscape architecture course is also contemplated. Both of these would fit well into the existing program and represent vocational fields with a growing demand for jobs suited to the Western States. Engineering survey courses would also fit well into this program.

The school's allocation of plant management expenditures at Stewart is about $265,000 for fiscal year 1969. About $100,000 is for repairs and maintenance and $165,000 for plant operation. This means that about 25 percent of the annual operations costs for the school is for plant management. This appears to be an inordinate portion of the school costs. This is due, at least in part, to the age and inefficient layout of the agency compound.

In spite of the seemingly large plant management expenditures, there were numerous complaints from school staff members of the slowness in getting minor repairs completed.

C. CURRICULUM

The instructional program at Stewart Indian School is responsible for providing an educational opportunity for 520 average, underachieving Indian students.

The administrative organizational pattern at Stewart is different from most off-reservation boarding schools in that the person directly responsible for the administration of the school is the education administrator. Under his supervision Stewart is presently staffed with an acting principal (acting since last January), a department head academic, department head home economics, department head vocational shops, department head pupil personnel services and department head agriculture. This administrative organization pattern is mentioned as the education program administrator is also responsible for one day school and other educational duties about the reservation.

The majority of the students enrolled at Stewart Indian School have attended public or mission schools prior to enrolling at Stewart. This means that in most cases these students are public school dropouts or have transferred to Stewart for special reasons. In any case the student body at Stewart is comprised of students who are average and academically underachieving. They are in need of an educational opportunity that will enable them to function at their present ability level and progress as rapidly as possible in order to complete their high school education so they can meet requirements for entrance into vocational or college training.

The instructional program at Stewart Indian School is very traditional. Only basic required subjects are offered. No elective classes such as speech, drama, foreign language, etc. are available to the students. The majority of students are required to take (girls) 4 years of home economics and (boys) 4 years of practical arts. Due to this arrangement the possibility of students having a choice to take an elective course they desire or are interested in is eliminated. The majority of students are scheduled into classes without any choice during their total high school career. (This lack of student involvement seemed to be a very major complaint voiced particularly by members of the senior class: they want to have a choice of electives and a part in their educational destiny.)

The general instructional staff atmosphere at Stewart reflects lack of teacher involvement in planning and curriculum development. Communications between staff members of the various departments in relation to the total educational process is weak and the lack of firm leadership and direction in relation to staff and student involvement is very evident.

The academic facility is very adequate to carry out an innovative educational program. Stewart is located 3 miles from the capitol of Nevada, and by utilizing the community resources of Carson City to the maximum, a very strong educational and cultural enrichment program could be developed to meet the needs of the total student body.

The academic department head has established a committee of three members consisting of himself, the chairman of the english discipline and chairman of the social science discipline. This committee has been involved in scheduling of students and is the initial thrust towards staff involvement in curriculum development. This is a very positive start and this approach should receive administrative support and be expanded to include the other disciplines as soon as possible.

The fact that Stewart has had an acting principal [illegible] has not contributed to development of administrative strength and strong direction of the instructional program. The agriculture department head is acting principal and has to share his time between the principal's office and agriculture department.

Additional facts concerning the instructional program at Stewart are as follows:

1. A sincere effort has been made by the academic head to schedule students into classes as to cut down the student-teacher ratio as much as possible. No classes were visited that were overcrowded.

2. The instructional program is very rigid and traditional. The home economics and practical arts departments are given too much emphasis by requiring of most students 4 years of participation in these subject matter areas.

3. Class schedule is very restrictive. Six [illegible] up the school day. Classes start at 9 and end at 4.

4. Although lip service is given to the fact that the student [illegible] is comprised of underachieving students, no [illegible] class schedule for students to have a supervised study hall.

5. Basic textbooks in most discipline areas are inadequate in number and are outdated. If underachieving students [illegible] of texts to use, when are they going to be able to study and complete assignments?

6. Health instruction does not take place formally anywhere in the total school program. This is touched on in the senior human relations class but is not available to students in the lower grades when needed. (This concern was expressed by a large number of senior girls.) The girls' physical educating teacher tries to teach some health education when time permits in her physical education classes, but is handicapped by having to utilize a [illegible] copyrighted text.

7. Physical education classes have to be conducted in a very inadequate facility with a sparse supply of equipment. The boys' shower room is inadequate and necessitates boys having to go to dormitories to dress down and shower. Many students do not participate completely in physical education due to lack of gym suits and tennis shoes.

8. Supplementary instructional materials in the classrooms for student and teacher are sparse.

9. Stewart has a good supply of audiovisual equipment to support the instructional program. Software to go with much of this equipment is still on order or back ordered.

10. Course offerings available to students are very limited. Students coming from public schools are very verbal in noting that they desire to have such electives as speech, drama and a foreign language available for them to enroll in if they so desire.

11. Many classrooms lacked evidence of organized [illegible] taking place. Students interest in instruction taking place was minimal. It was a common sight in several classrooms to see students sleeping at their desks or engaged in an activity not related to class instruction.

12. School-community interaction is minimal. Use of the community as an educational and cultural resource can be expanded to involve the total school program.

13. Curriculum offerings are not evaluated annually by the school instructional staff and adjustments made to accommodate student needs and interests.

14. The school bank is not operated in accordance with 62IAM14 (release 62-10). It is not used as an educational facility and students are not involved in the operation of the school bank.

15. The student council is organized but is not involved in the actual conducting of student business. They are not aware of their responsibilities of the operation of the school bank or school store. The student council executive officers related that they have no authority or say about student body business. Communication between students and staff in this area is void.

16. The band program is a specific problem area as far as the students are concerned. Many students have dropped band as they feel the tunes they are playing are outdated and they are embarrassed to play before other school groups because of this. Mr. Whipple stated that he was aware of the communication and generation gap between the band instructor and the students and expressed hope that this situation can be resolved.

17. A very adequate facility has been provided for remedial reading classes by remodeling a building from office to classroom space. The remedial reading classes are to start as soon as a teacher can be employed through title I.

18. The facility being remodeled for use as a student store is outstanding. This area will do much to provide an adequate place for students to relax and enjoy themselves.

19. The "Make It With Wool" contest conducted at Stewart was an outstanding activity. Stewart students were truly involved with students from other schools. Educational and cultural enrichment activities such as this add greatly to the total school program.

20. It must be noted that the student body at Stewart was well groomed, courteous and outgoing. They are a tremendous group of young men and women who are most anxious to become a part of the school program and are capable of assuming more responsibilities than now permitted them.

D. PUPIL PERSONNEL SERVICES

(1) *Overview*

The guidance department or pupil personnel services as we would prefer to call it, is one of six fairly autonomous administrative units under the supervision of the acting principal, Mr. Moran. The pupil personnel services department is presently headed by a new (March 1968) director, Mr. Dickerson, who is primarily responsible for the dormitory and for school activities and guidance functions. In addition, a qualified counselor was added to the pupil personnel services staff when Mr. Dickerson was appointed and this individual serves half time in the dormitories during the evening and half-time in the academic setting during the day. Although this is a positive trend there is considerable ambivalence regarding the role and function of this counselor which the staff (PPS and academic) [illegible] to work through as part of the process of relating pupil personnel services to the students in every setting.

A further delineation under Mr. Dickerson is [illegible] department heads (guidance), one each for boys and girls at GS–9 level. Under the department head (boys guidance), for example, there are three GS–9 counselors. One of these three counselors is functioning half time in the dormitory and half time in the academic setting. In addition, there are three GS–5 supervisory instructional aids, four GS–4 instructional aids, one GS–3 instructional aid and two night attendants. These personnel are responsible for 317 young men in five cottages and two distinct wings of a single large dormitory. As a result even minimal coverage is difficult. To accommodate this shortage of personnel, one cottage has been organized on an honor basis. One cottage houses only athletes. Despite the review [illegible] separation on the basis of athletic powers, it did not [illegible] of contention among students or staff. They more or less accepted [illegible] arrangement and indicated it was easier for the coach [illegible] to his athletes. It should be noted that no special privileges [illegible] tached to residence in this cottage.

Crowding is more evident (four or five to a room) in the [illegible] cottages than in the boys' dormitory where the number of rooms accommodating two or four boys are about equally divided. Thus, despite some inherent advantages to the cottage arrangement, the lack of space seems to negate many of them when compared to the more spacious dormitory arrangements.

The situation is compounded in the girls' cottages by the fact that anticipated renovations in building six were not undertaken and they are now compelled to have as many as five or six girls to a room. Building six is outfitted with a small trampoline and [illegible] looks very sparsely furnished for a recreation area. A number of [illegible] items (linens, etc.) have been stored in this building [illegible] the renovations were not made and expansion was not possible [illegible] storage space appears to be a problem.

The guidance director has use of a converted [illegible] two rooms of which he has made available for student [illegible] such as wood carving, painting and the like. Students are permitted to leave their projects there undisturbed and return whenever they like to work on them.

The front two rooms are used as a counseling office and for a display and seminar discussion area. With the aid of a filmstrip the guidance (or pupil personnel services) director conducted a group discussion on job interviews for approximately 15 girls while the team was there. This type of activity together with the climate of openness and accessibility should be encouraged further.

From discussions with the students in such sessions it was learned that at least one small problem was resolved for the girls for the first time this year—they are permitted to wear slacks to football games. A number of other problems of concern to the students have been brought out but either await disposition or have been discounted. One indicator of the potential value of such interaction, as limited as it may be at present, is the generally agreed upon fact that runaways, serious drinking problems and dropouts have been substantially curtailed or eliminated this year. This according to many staff members is in marked contrast to most previous years. It is, of course, too early to determine yet but it is possible to hypothesize that if many additional student suggestions are ultimately encouraged and not acted upon the situation may reverse itself.

Communications among and between departments is a significant problem. Despite hesitant acceptance of the part time counselor in the academic department, there seems to be some defensiveness in various quarters of the academic, vocational and home economics staff. With a fairly high degree of test sophistication among several members of the pupil personnel staff, it is unfortunate that they are not consulting and aiding in this process with the academic department. All departments appeared stymied by the lack of definitive policies or authority as they relate to their sphere of operation on those that impinge upon it. For instance, several staff members would like to assist in changing the practice of separation of the sexes in the cafeteria. Further, most all staff agree that this interaction should exist, but, if this is the case, the students are not aware of it. Sporadic attempts to ignore this practice by the students has met with disapproval and denial by the matrons. The matrons receive their direction from the home economics department head who must in turn receive tacit approval from beyond her level to continue this practice. However, this department expresses a desire to change the separate eating practice. This discourse is not designed to compound or blame any one party, rather it is intended to portray the state of affairs that exists with respect to this and other matters where authority and responsibility are diffused in this manner.

Furthermore, a climate of mutual trust and respect of a professional nature must be engendered before staff members will risk "sticking their necks out." It is difficult if not impossible to suggest an innovation when one is uncertain of how it will be received or whose toes will be stepped on. No matter how foreign or unrealistic an idea may be it should be subject to a thorough and objective review with students participating whenever possible.

The amount of student involvement in planning activities, banking operations and decision making is negligible. A substantial number of the students with whom members of the team talked had attended public schools at some time in their academic careers and were aware of the prerogatives their public school peers enjoyed. At the same time they demonstrated a high degree of maturity and awareness concerning their responsibilities to Stewart and adult supervisors.

Health services are available from the DIH facility on campus which is headed by a registered nurse and is presently doubling as the Carson City Hospital obstetrics ward because of a recent fire there. Twenty-four hour care is available and the facility appears well equipped in spite of its age and crowded conditions. Meal time help is being provided by Carson City Hospital personnel but this will be terminated on November 18th when the new hospital is ready. A few exploratory training opportunities are provided in this facility but they seem to have little real value for the students. They either end up with specific chores which become tedious after awhile or are relegated to an observer role. While visiting there, the dental officer even lamented the fact that he could not involve students more as assistants rather than observers but expressed the hope he could correct this. This is not intended to suggest that certain housekeeping [illegible] should not or could not be performed by students, but rather that more constructive approaches to student participation and concomitant learning should be sought. In spite of the interested and [illegible] atmosphere that seemed to pervade this situation, it was learned that some students were fearful of approaching DIH because they would be reprimanded for losing glasses, etc. This does not appear to be a severe problem; however, the staff of DIH should be aware of the image and attitude conveyed to students so they may improve the helping relationship. Several students need glasses and should be encouraged to obtain them. DIH should be advised of the lack of receptivity the students feel they receive there.

An enumeration of specific problem areas identified by the students and staff with recommendations may be helpful at this juncture. Those items that overlap with other disciplines will only be mentioned for clarification.

1. Students do not have any electives throughout their high school careers. By reducing the prominence of home economics and vocational subjects it would be possible to introduce flexibility for students desirous of subjects such as foreign languages, speech and drama and advanced math. The girls reasoning behind a recommendation for speech and drama is interesting and valid—many students, particularly boys, could be aided in overcoming their shyness through these courses.

2. Students were concerned about the quality of the food—a shortage of meat in their menu. Worms and bugs were mentioned as reasons for frequently avoiding the cafeteria. Although it had happened in the past, the administration is conducting an [illegible] to determine whether or not this is a recurring problem.

3. Student involvement in academic programs and activity planning is minimal. Wherever possible students might be included in [illegible] and staff committees. They are aware of the fact that some of their immediate supervisors are only carrying out orders from above but would appreciate an opportunity to participate with such authorities when decisions affecting them are discussed. Without increased involvement the awareness and sophistication of these students may cause them to be unable to cope with edicts from above, especially when a discussion of the rationale is not included.

4. Related to the above is the generation gap. Some staff members wish to impose standards that might have been applicable 20 years ago with an entirely different student population. In-service training and counseling with such staff members is needed [illegible] appraise their attitudes and behaviors.

5. Further efforts should be made to relax the rules in the dormitories. Possibly more privileges could be extended [illegible] than imposing standards similarly through the grades. Punitive and suppressive measures should be curtailed. Small amounts of student money should be available without a series of clearances. Nor should students be required to enumerate planned purchases when small amounts are involved. The frequency of checking returning packages (after shopping trips to town) should be reduced or eliminated. This addresses itself to the matter of expectations—if you expect contraband the student will manage to bring it on campus without discovery.

6. The girls would like to be involved at least peripherally in the farm operation. Perhaps interested students among the girls could be permitted to raise a calf.

7. Qualified pupil personnel (guidance) staff should be involved in the conduct of the school testing program.

8. A communications gap among departments is evident. Despite weekly meetings of department heads and within departments, it seems that each department proceeds according to its own interests and goals. A unifying philosophy and consistent coordination among personnel is needed.

9. A small but significant discrepancy exists between the boys and girls guidance departments (dormitories)—A passes (permitting trips to town, etc.) were issued to boys upon returning to school while the girls must earn them in the first 6 weeks. Boys' A passes were issued on the basis of possession of them last year. The latter approach should be applicable to all.

10. A number of the administrative staff seem to have the personalities, insight, and empathy necessary to engage in exchanges of information, discussions and complaint sessions with the students. Some mechanism for encouraging such dialogues with students of alternatives to the suggestions presented.

E. RECOMMENDATIONS

1. We should accelerate the search for a solution to the employment delays associated with the teacher recruitment unit at Albuquerque.

2. The organizational pattern of the school needs to be reviewed. (Physical education is a separate department as is the home economics department.)

3. Specialists from the central and area office at Phoenix should work with the staff at Stewart to upgrade the education program. It is absolutely necessary that the staff at Stewart be intimately involved in this process.

4. Special funds should be made available to the school after plans for upgrading have been worked out. Sufficient controls should be maintained to insure that these funds are programed properly.

5. Funds for component No. 2 of the school's 89-10 project should be released to enable them to obtain supplies and materials needed to make the project operational.

6. The Phoenix area office should insist that key program administrators attend in-service education programs, designed to upgrade their skills, on an annual basis.

7. A curriculum planning committee should be formed permitting input from all instructional staff members. Selected members from the student body should also be consulted as to students' educational needs and desires.

8. The operation of the school bank should be carried out in accordance with the manual release. Students should be involved in the total bank operation and the school bank should be used as an educational facility.

9. Additional academic course offerings should be made available to students as electives. Students should and must have some say in their educational life.

10. Practical arts and home economics should be offered as electives at the junior and senior level rather than as required subjects.

11. Emphasis should be placed on staff communications between and within departments. All members of Stewart staff should be involved with and aware of the educational program that is taking place at their school.

12. Student council should be permitted and encouraged to assume the responsibilities of conducting student body business and become involved in the operation of the school bank and school store.

13. Approximately $30,000 should be made available for the instructional program to purchase needed textbooks, teaching supplies and necessary supplementary materials. A priority expenditure out of this sum should go to purchase gym suits and tennis shoes for both boys and girls.

14. Remedial reading classes should be integrated into the regular school program to eliminate having to wait to be funded and staffed with title I monies.

15. Administration at Stewart should be more aggressive concerning implementation of program development and education innovations. Followup of assigned responsibilities delegated to subordinates will insure that specific tasks that are holding up program progress will be completed.

16. Plant management should take more prompt action in servicing needs of school plant. This would eliminate delay in the educational program due to equipment not being connected or repaired.

17. Approximately five additional instructional or counseling aides and night attendants are needed to relieve pressure on the dormitory schedule and afford the students more adults to relate to.

18. The food service component should be the responsibility of an environmental resources section in the Pupil Personnel Services Department with a head cook (Food Services Director, etc.) in direct charge.

19. Employment assistance has a staff person at Stewart who could introduce the GATB testing program in the junior or first part of the senior year rather than in December-January with results available in March. At the same time post high school vocational plans could be developed in conjunction with the Pupil Personnel Services Department.

20. Training and counseling should be provided for staff members who are evidencing problems in coping attitudinally with the changing student population and new roles for themselves.

21. Every effort should be made to break down the present practice of having boys and girls separated in the dining hall.

22. Consideration should be given to allowing and setting up facilities for small dinners prepared by the girls in their respective cottages. They could on occasion invite boy friends for home cooked meals. At present if the students wish to undertake such a project they must earn the money through outside endeavors—cake sale etc. Perhaps the school kitchen could make some provisions available for such an undertaking.

23. As part of their orientation to Stewart, students would profit from a specific program on "How to Study" with some form of continuous follow-up on this skill.

24. Community involvement is minimal. Shared time or buddy systems with public school students and invitations to participate in faculty meetings at Stewart should be introduced. For instance, Stewart may offer a course unavailable in Carson City and vice versa and the Stewart faculty might have a prominent consultant Carson City teachers might wish to hear.

25. A fund should be established and means found for students to earn money to buy student activities tickets and the like. Presently a student who lacks the funds misses some movies and football games to mention but a few. Plant management might pay students for assisting maintenance men, etc.

26. A dynamic student activities program and a director to spearhead the integration and coordination of such efforts is definitely needed.

27. A preliminary student handbook has been developed and should be refined and distributed to the students. It could aid in clarifying responsibilities and opportunities available to students as well as formalize certain procedures pertaining to student involvement at Stewart.

Charles H. Zellers,
Assistant Commissioner (Education) Bureau of Indian Affairs.

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USE OF SMOKELESS TOBACCO AMONG INDIAN YOUTH
IN THREE AREAS IN WASHINGTON:
NEAH BAY, COLVILLE, AND FERNDALE

. A study conducted by the Northwest Portland Area Indian Health Board and prepared by Roberta Hall and Dr. Don Dexter, with the assistance of Tom Jones, Helen Berg, Pam Bodenroeder, Delores Riding In and Doni White. This study was made possible through funding from the Indian Health Service, Contract #248-87-0037.

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INTRODUCTION

The problem of increasing smokeless tobacco use among young people has recently become a matter of great concern as serious health hazards have been linked to the use of this product. Such hazards include oral, esophageal, and pharyngeal cancer, periodontal disease, tooth decay and tooth loss. Even though the harmful effects of smokeless tobacco products are strongly documented, very little is known about the patterns of use and factors influencing such use among young people. Preliminary data on American Indian youth indicate that up to 40% of Indian youth use smokeless tobacco, some as early as pre-school. This is three to four times the reported prevalence rate of all youth and merits investigation into the circumstances leading to high and early use of this product among Indian youth.

To effectively combat the rapidly increasing use of smokeless tobacco products among Northwest Indian youth, the Northwest Portland Area Indian Health Board, in conjunction with Oregon State University, conducted a prevalence survey at school sites attended by large numbers of Indian students from three Northwest reservations. Baseline data were generated via self-reports from students in grades 6, 9, and 11, regarding the use, patterns of use, and attitudes towards smokeless tobacco. Based upon findings of the survey, recommendations were made for appropriate prevention and intervention strategies.

The Northwest Portland Area Indian Health Board is a health advisory board representing the 38 federally recognized tribes in the states of Washington, Oregon and Idaho. The Board of Directors is composed of Northwest Indian tribal representatives who are knowledgeable about the health problems of their populations, and are dedicated to improving the health of their populations. The increased smokeless tobacco use among Indian youth is seen as an immediate area of concern, requiring investigation and intervention.

Smokeless Tobacco Products. Smokeless tobacco products differ from smoking tobacco in both the manner of use and in the population of users. Smokeless tobacco is either sniffed, chewed, or held in the cheek pouch. Produced and sold in snuff and smokeless tobacco forms, smokeless tobacco products are used primarily by young adults.

Snuff, a finely ground tobacco, is distributed in small pouches or in loose powder form. The snuff user either places a "pinch" between the gum and lip area, or inhales the powder in the nostril.

Chewing tobacco is a coarsely cut tobacco sold in loose, plug, or pouch form. The tobacco is usually gathered up and placed in the cheek area, next to the teeth and gum, where it is sucked. If purchased in plug form, the tobacco is chewed.

Excessive salivation occurs in users of both snuff and smokeless tobacco, necessitating repeated spitting (although some chewers swallow the saliva). Nicotine and other harmful chemicals in the tobacco are absorbed into the user's body via the nasal or oral mucosa. The snuff or smokeless tobacco may be kept in the mouth for several hours before it is replaced. The tobacco product may, in some cases, remain in the mouth for up to 24 hours. Many users report daily use of the product for periods of decades or more (1).

The population of smokeless tobacco users is thought to be youth and young adults. A 1984 study reported that 55% of smokeless tobacco users started at or below the age of twelve (2). Reports from Head Start Education Programs indicate that smokeless tobacco has been taken away from Indian children as young as 4 or 5 years old (3). Although estimates vary regarding the total number of smokeless tobacco users in the United States, figures published in 1980 estimate the total U.S. smokeless tobacco user population to be approximately 22 million (4).

Smokeless tobacco sales have rapidly increased since the 1970's. Between 1970 and 1979, there was a 188% increase in smokeless tobacco sales. The growth in sales has continued to increase by 11% annually since 1974 (5). Tobacco companies have targeted the 18-30 year age group for their promotional campaigns, emphasizing the product as macho, fun, adult, safe, and convenient.

Health Hazards of Smokeless Tobacco. Although tobacco products have been used by people for well over 400 years, the recognition of potential health hazards caused by such use is a fairly recent phenomenon. The use of smokeless tobacco has been strongly linked to cancer in humans. Many epidemiological studies have found a close correlation between the use of smokeless tobacco and the frequency of oral, esophageal, and pharyngeal cancer (6,7,8,9,10). Nineteen separate studies have shown a direct relationship between snuff dipping, smokeless tobacco, or both and cancer of the mouth, pharynx or larynx (1). Oral cancer, reported to be the seventh leading type of cancer in the United States in 1984 (11), is found to be a greater risk among smokeless tobacco users than among smokers. The risk was also found to increase with duration of use (12, 13, 14). In one study, the increased risk of oral cancer among long term users was reported to be reaching 50% (14).

Leukoplakia, a white thickening at the oral mucosa, is commonly found among smokeless tobacco users. Unfortunately, leukoplakia is capable of converting to squamous cell carcinoma. Found among even the youngest of snuff and smokeless tobacco users, leukoplakia may signal the onset of oral cancer, one of the more serious hazards facing smokeless tobacco users.

Additional health problems associated with snuff and smokeless tobacco use are tooth loss and gum disease. The act of placing the tobacco in the cheek pouch next to the teeth and gums erodes the gum, causes inflammation, weakens the tooth structure, and causes tooth loss. Inflammation of the gum and exposure of the tooth root contribute to discomfort and pain. Given the serious dental problems found among the Indian population, this added assault exacerbates an already serious health problem.

Among the harmful chemicals found in tobacco products are N'nitrosonornicotine, nicotine, and cyanide. N'nitrosonornicotine (NNN) has been identified as a carcinogenic substance, most likely formed during the tobacco curing stage. Chewing tobacco has eight times more NNN than cigarettes, and other additives only recently publicly identified. Nicotine, an already widely recognized addictive substance, is immediately absorbed into the users system via the oral or nasal mucosa, and directly affects the nervous system. Not only are systolic and diastolic blood pressures elevated (2), but

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Table A. Response to Survey on Smokeless Tobacco

Grade	School	# of Classes	Number of Students Enrolled	Not Present	Refused	Responded	Response Rate
6	Neah Bay	1	23	0	0	23	100%
	Omak Middle School	5	123	16	1	106	86%
	Pascal-Sherman Indian School (Omak)	1	8	1	0	7	88%
	Nespelem Elementary School	1	17	3	0	14	82%
	Center Elementary School (Coulee Dam)	3	57	1	0	56	98%
	Central Elementary School (Ferndale)	1	26	1	2	23	88%
	Custer Elementary School (Ferndale)	2	49	5	1	43	88%
	Mt. View Elementary School (Ferndale)	2	48	2	1	45	94%
	Skyline Elementary School (Ferndale)	3	66	0	4	62	94%
	Subtotal	19	417	29	9	379	91%
9	Neah Bay	1	16	6	0	10	62%
	Omak High School	5	118	20	0	98	83%
	Pascal-Sherman Indian School (Omak)	1	13	5	0	8	62%
	Grand Coulee Dam Junior High School (Coulee Dam)	4	112	20	13	79	71%
	Ferndale High School	11	269	28	8	233	87%
	Subtotal	22	528	79	21	428	81%

Table A. Response to Survey on Smokeless Tobacco (continued)

Grade	School	# of Classes	Number of Students Enrolled	Not Present	Refused	Responded	Response Rate
11	Neah Bay	1	13	0	0	13	100%
	Omak Alternative High School	1	14	0	0	14	100%
	Omak High School	6	115	21	4	90	78%
	Lake Roosevelt High School (Coulee Dam)	4	92	27	1	64	70%
	Ferndale High School	11	231	27	12	192	83%
	Subtotal	23	465	75	17	373	80%

FO H GRADE: STUDENT SURVEY

1. Please tell us which of your relatives, if any, use smokeless tobacco such as chewing tobacco or snuff. *(Circle either a 1 or 2 for each)*

	YES, USES	DOESN'T USE
a. Father	1	2
b. Mother	1	2
c. Brother or Sister	1	2
d. Other relative	1	2

2. How many of your close friends use smokeless tobacco? *(Circle one number)*

1 NONE OF MY CLOSE FRIENDS
2 A FEW OF MY CLOSE FRIENDS
3 MANY OF MY CLOSE FRIENDS
4 MOST OF MY CLOSE FRIENDS
5 ALL OF MY CLOSE FRIENDS

3. And, how about you--have you ever tried smokeless tobacco? *(Circle one number)*

1 NO, NEVER TRIED *(SKIP NOW TO QUESTION 10 ON PAGE 2)*
2 YES, HAVE TRIED *(GO ON TO QUESTION 4)*

4. About how often do you use smokeless tobacco? *(Circle one number)*

1 LESS THAN ONCE A MONTH
2 ONCE A MONTH
3 ONCE A WEEK
4 A FEW DAYS A WEEK
5 EVERY DAY

5. What brand of smokeless tobacco do you use *most* often?

______________________________ BRAND NAME

6. Where do you get your smokeless tobacco? *(Circle one number)*

1 I BUY MY OWN
2 FROM MY PARENTS
3 FROM OTHER RELATIVES
4 FROM FRIENDS

7. In the table below is a list of times when people might use smokeless tobacco. Please tell us if you use smokeless tobacco at any of these times. *(Circle either a 1 or 2 for each)*

	YES, USE	DON'T USE
a. Before school	1	2
b. At school	1	2
c. After school	1	2
d. While playing sports	1	2
e. Before bed	1	2
f. Anytime	1	2
g. Other (Describe) ____________________	1	2

(PLEASE CONTINUE ON THE BACK)

8. Which one of the following is your *main* reason for continuing to dip or chew tobac
(Circle only one number)

1 MY FRIENDS DO IT
2 IT TASTES GOOD
3 IT RELAXES ME
4 I ENJOY IT
5 MY (GIRL) (BOY) FRIEND LIKES IT
6 MY PARENTS DO IT
7 OTHER RELATIVES DO IT
8 OTHER (Please explain ____________________________________)

9. If you could, would you stop using smokeless tobacco? *(Circle one number)*

1 YES, I WOULD STOP IF I COULD
2 NO, I DON'T WANT TO STOP

EVERYONE SHOULD ANSWER THE REST OF THE QUESTIONS

10. Do you ever smoke cigarettes? *(Circle one number)*

1 NO *(SKIP TO QUESTION 11)*
2 YES *(GO ON TO QUESTION 10a)*

→ 10a. How many years, altogether, have you smoked cigarettes?

__________ NUMBER OF YEARS

10b. Do you still smoke cigarettes? *(Circle one number)*

1 YES
2 NO

11. What grade are you in at school right now?

__________ GRADE IN SCHOOL

12. Generally speaking, which one of the following best describes how you feel about
(Circle one number)

1 I LIKE SCHOOL A LOT
2 SCHOOL IS USUALLY OK
3 I DON'T LIKE SCHOOL MUCH
4 I DON'T LIKE SCHOOL AT ALL

13. What is the name of your school?

____________________________________ NAME OF SCHOOL

14. Which one of the following best describes your ethnic group? *(Circle one number)*

1 AMERICAN INDIAN (What tribe? ____________________________)
2 WHITE
3 BLACK
4 HISPANIC
5 ASIAN
6 OTHER (Please explain ____________________________________)

15. Are you male or female? *(Circle one number)*

1 MALE
2 FEMALE

(THANK YOU FOR YOUR HELP)

STUDENT SURVEY

1. Please tell us which of your relatives, if any, use smokeless tobacco such as chewing tobacco or snuff. (Circle either a 1 or a 2 for each)

	YES, USES	DOESN'T USE
a. Father	1	2
b. Mother	1	2
c. Brother or Sister	1	2
d. Other relative	1	2

2. How many of your close friends use smokeless tobacco? (Circle one number)

1 NONE OF MY CLOSE FRIENDS
2 A FEW OF MY CLOSE FRIENDS
3 MANY OF MY CLOSE FRIENDS
4 MOST OF MY CLOSE FRIENDS
5 ALL OF MY CLOSE FRIENDS

3. And, how about you -- have you ever tried smokeless tobacco? (Circle one number)

1 NO, NEVER TRIED (SKIP NOW TO QUESTION 19 ON PAGE 4)
2 YES, HAVE TRIED (GO ON TO QUESTION 4)

4. In the table below are some reasons why people decide to try smokeless tobacco. Please tell us whether or not each was a reason for you. (Circle either a 1 or a 2 for each reason)

	YES, A REASON	NO, NOT A REASON
a. My friends were doing it	1	2
b. My parents chew or dip tobacco	1	2
c. My brothers, sisters or other relatives chew or dip tobacco	1	2
d. A teacher or coach chews or dips	1	2
e. A teacher or coach told me it was a good idea	1	2
f. Athletes on television use it	1	2
g. Advertisements I saw made me think I'd like to try it	1	2
h. I'd rather chew or dip tobacco than smoke	1	2
i. I was bored	1	2
j. I wanted to look older	1	2
k. I did it for fun	1	2
l. Other (Describe______________________)	1	2

(PLEASE GO ON TO NEXT PAGE)

5. How old were , when you used smokeless tobacco for the first time?

_________YEARS OLD

6. Do you still ever use smokeless tobacco? (Circle one number)

1 NO, DON'T USE IT ANYMORE (SKIP TO QUESTION 17 ON PAGE 3)
2 YES, STILL USE SMOKELESS TOBACCO (GO ON TO QUESTION 7)

7. About how often do you use smokeless tobacco? (Circle one number)

1 LESS THAN ONCE A MONTH
2 ONCE A MONTH
3 ONCE A WEEK
4 A FEW DAYS A WEEK
5 EVERY DAY

8. Which of the following kinds of smokeless tobacco do you use? (Circle a 1 or a 2 for each kind)

	YES, USE	DON'T USE
a. Chewing tobacco like Red Man Plug .	1	2
b. Moist snuff like Skoal or Copenhagen	1	2
c. Dry snuff	1	2

9. What brand of smokeless tobacco do you use most often?

____________________________BRAND NAME

10. About how long have you been using smokeless tobacco? (Circle one number)

1 LESS THAN 3 MONTHS
2 3 TO 6 MONTHS
3 7 TO 12 MONTHS
4 FOR 1 OR 2 YEARS
5 FOR 3 OR 4 YEARS
6 OVER 4 YEARS

11. Where do you get your smokeless tobacco? (Circle one number)

1 I BUY MY OWN
2 FROM MY PARENTS
3 FROM OTHER RELATIVES
4 FROM FRIENDS

12. About how much smokeless tobacco do you use in a week?

(PLEASE GO ON TO NEXT PAGE)

13. In the table be is a list of times when people might use smokeless tobacco. Please tell us if you use smokeless tobacco at any of these times. (Circle either a 1 or a 2 for each)

	YES, USE	DON'T USE
a. Before school	1	2
b. At school		
c. After school	1	2
d. While playing sports	1	2
e. At parties	1	2
f. Other (Explain ____________)	1	2

14. Do you like chewing tobacco, using snuff or smoking cigarettes best? (Circle one number)

1 CHEWING TOBACCO
2 USING SNUFF
3 SMOKING CIGARETTES

15. Which one of the following is your main reason for continuing to dip or chew tobacco? (Circle only one number)

1 MY FRIENDS DO IT
2 IT TASTES GOOD
3 IT RELAXES ME
4 I ENJOY IT
5 MY (GIRL)(BOY) FRIEND LIKES IT
6 MY PARENTS DO IT
7 OTHER RELATIVES DO IT
8 OTHER (Please explain____)

16. If you could, would you stop using smokeless tobacco? (Circle one number)

1 YES, I WOULD STOP IF I COULD
2 NO, I DON'T WANT TO STOP

17. Thinking about last month, about how many days did you chew or dip tobacco? (Circle one number)

1 NONE LAST MONTH
2 ONE DAY
3 2 OR 3 DAYS
4 4 OR 5 DAYS
5 6 TO 10 DAYS
6 11 TO 20 DAYS
7 MORE THAN 20 DAYS

18. Finally, thinking about your whole life up to and including today, how many times altogether do you think you have used smokeless tobacco? (Circle one number)

1 1 OR 2 TIMES
2 3 TO 10 TIMES
3 11 TO 20 TIMES
4 21 TO 100 TIMES
5 OVER 100 TIMES

▶ SINCE YOU HAVE USED SMOKELESS TOBACCO, PLEASE SKIP NOW TO QUESTION 20

(PLEASE GO ON TO NEXT PAGE)

19. Below is a list of reasons why some people decide not to use smokeless tobacco. Please tell us whether or not each one was a reason for you when you decided not to chew or use snuff. (Circle either a 1 or a 2 for each reason)

	YES, A REASON	NO, NOT A REASON
a. Chewing or dipping tobacco costs too much money .	1	2
b. It has an unpleasant taste and smell	1	2
c. You don't look good when you chew tobacco	1	2
d. I don't chew for religious reasons	1	2
e. It's not good for my health	1	2
f. My (girl)(boy) friend doesn't like me to use smokeless tobacco	1	2
g. It interferes with sports activites and abilities	1	2
h. My parents don't want me to chew or dip tobacco .	1	2
i. Teachers don't want me to chew or dip tobacco . .	1	2
j. None of my friends chew or dip toabcco.	1	2
k. I think chewing or dipping tobacco is stupid . .	1	2
l. Other (Explain________________________)	1	2

▶ EVERYONE SHOULD ANSWER THE REST OF THE QUESTIONS

20. Do you ever smoke cigarettes? (Circle one number)

1 NO (SKIP TO QUESTION 21)
2 YES (GO ON TO QUESITON 20a)

→ 20a. How many years, altogher, have you been smoking cigarettes?

__________NUMBER OF YEARS

21. In the table below are some statements that have been made about smokeless tobacco. We'd like for you to read each one and tell us how strongly you agree or disagree with what it says. (Circle one number for each statement and remember, there are no right or wrong answers)

	STRONGLY AGREE	AGREE	NOT SURE	DISAGREE	STRONGLY DISAGREE
a. Chewing tobacco makes a person more popular	1	2	3	4	5
b. It's better to chew or dip than to smoke cigarettes .	1	2	3	4	5
c. Young people who chew or dip seem older	1	2	3	4	5
d. It's OK to chew or dip tobacco because adults do	1	2	3	4	5
e. People who chew or dip tobacco are not being very smart. .	1	2	3	4	5
f. People who chew or dip tobacco should stop	1	2	3	4	5

(PLEASE GO ON TO NEXT PAGE)

	STRONGLY AGREE	AGREE	NOT SURE	DISAGREE	STRONGLY DISAGREE
g. Smokeless tobacco is not harmful to your health . . .	1	2	3	4	5
h. Chewing or dipping tobacco once in a while is OK	1	2	3	4	5
i. I don't like being around people who chew or dip . . .	1	2	3	4	5
j. Cigarette smoking is harmful to your health	1	2	3	4	5
k. I don't want my friends to chew or dip tobacco	1	2	3	4	5
l. Chewing or dipping tobacco doesn't hurt people until they are older	1	2	3	4	5
m. Chewing or dipping tobacco helps people make friends . .	1	2	3	4	5
n. There is not a warning on smokeless tobacco packages so it's OK to chew or dip . . .	1	2	3	4	5
o. All real men chew tobacco . .	1	2	3	4	5
p. Chewing tobacco or dipping is pleasurable	1	2	3	4	5

▶ FINALLY A FEW MORE QUESTIONS ABOUT YOU . . .

23. Please give the month, day and year you were born.

______/______/______
MONTH DAY YEAR

24. What grade are you in at school right now?

____________GRADE IN SCHOOL

25. Which one of the following best describes your ethnic group? (Circle one number)

1 AMERICAN INDIAN (What tribe?____________________________)
2 WHITE
3 BLACK
4 HISPANIC
5 ASIAN
6 OTHER (Please explain____________________________________)

26. Are you male or female? (Circle one number)

1 MALE
2 FEMALE

27. Is there anything else you would like to say about chewing or dipping tobacco?

(THANK YOU FOR YOUR HELP!)

Tables from the Indian Health Board-OSU Smokeless Tobacco Study

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Table 2 Total Sample of 1180 Respondents by Area, Sex, and Ethnic Status

Table 3 Indians and Non-Indians by Grade and Sex; Percentages in Parentheses

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Table 1

School Grade and Area of Total Sample

Grade	Neah Bay	Colville	Lummi/Bellingham	Total
6	23	183	173	379 (32.1%)
9	10	185	233	428 (36.3%)
11	13	104	256	373 (31.6%)
Total	46 (3.9%)	472 (40%)	662 (56.1%)	1180

Table 2

Total Sample of 1180 Respondents by Area, Sex, and Ethnic Status; Percentages in Parentheses

	Neah Bay	Colville	Bellingham
Indian male	17 (37.0)	65 (13.8)	55 (8.3)
Indian female	20 (43.5)	63 (13.3)	37 (5.6)
Non-Indian male	8 (17.4)	163 (34.5)	267 (40.3)
Non-Indian female	1 (2.2)	152 (32.2)	262 (39.6)
Sex or ethnic group unknown	0	29 (6.1)	41 (6.2)
Total	46	472	662

Table 3

Indians and Non-Indians by Grade and Sex;
Percentages in Parentheses

Grade	Indians Male N = 137	 Female N = 120	Non-Indians Male N = 438	 Female N = 415
6	57 (42)	43 (36)	133 (30)	128 (31)
9	56 (41)	50 (42)	143 (33)	149 (36)
11	24 (18)	27 (23)	162 (37)	138 (33)

Table 4

Age Group of Indians and Non-Indians by Sex (Total Sample);
Percentages in Parentheses

Age Group	Indians Male	 Female	Non-Indians Male	 Female
11 to 14	45 (36.3)	36 (31.6)	118 (28.4)	118 (29.7)
14 to 17	48 (38.7)	47 (41.2)	134 (32.3)	149 (37.5)
18 and up	31 (25)	31 (27.2)	163 (39.3)	130 (32.7)
Total	124	114	415	397

Note: The total number for whom age, sex, and ethnic group are known is 1050; for 130 individuals in the sample of 1180 one or more of these variables is unknown and they thus do not appear in the table.

Table 5

Tribal Affiliation by Sex

Tribe	Male	Female	Total
1 Colville	39	41	80
2 Caddo	0	1	1
3 Comanche	1	0	1
4 Kootenai	1	0	1
5 Makah	15	18	33
6 Sioux	1	6	7
7 Cherokee	4	3	7
8 Mandan	1	1	2
9 Canadian	1	0	1
10 Spokane	0	2	2
11 Yakima	2	2	4
12 Nez Perce	3	2	5
13 Cree	0	1	1
14 Quapah	1	0	1
15 Lummi	28	22	50
16 Flathead	1	0	1
17 Nooksack	1	0	1
18 Suquamish	1	0	1
19 Apache	1	0	1
20 Swinomish	2	0	2
21 Cheyenne	1	0	1
22 Alaska	1	1	2
23 Tribe not given, or mixed tribal background	25	18	43
Total	130	118	248

Note: Five respondents, who listed themselves as having tribal affiliation but did not identify their sex, are not included in this table.

Table 6

School Grade by Category of Use of Smokeless Tobacco; Percentages in Parentheses

Grade	Non-User N = 640	Experimenter N = 343	User N = 197	Total N = 1180
6	262 (69)	80 (21)	37 (10)	379
9	194 (45.3)	142 (33.1)	92 (21.4)	428
11	184 (49.3)	121 (32.4)	68 (18.2)	373

Table 7

Use of Smokeless Tobacco by Sex and Ethnic Group, in Percentages

	Males		Females	
	Indian N = 137	Non-Indian N = 438	Indian N = 120	Non-Indian N = 415
Non-User	29.2	45.7	45.0	76.4
Experimenter	36.5	34.5	30.8	19.6
User	34.3	19.9	24.2	3.9

Note: 70 respondents did not list their sex, ethnic group, or both. Of these, 41.4% are non users, 32.9% are experimenters, and 25.7% are users.

Table 8

Grade in School by Area and Use of Smokeless Tobacco, for Indian Sample, Percentages in Parentheses

Area and Smokeless Tobacco Use	Grade in School 6	9	11	Total
Bellingham				
Non-users	21 (77.8)	12 (32.4)	8 (34.8)	41 (47.1)
Experimenters	4 (14.8)	15 (40.5)	10 (43.5)	29 (33.3)
Users	2 (7.4)	10 (27.0)	5 (21.7)	17 (19.5)
Colville				
Non-users	18 (32.7)	12 (19.7)	3 (20.0)	33 (25.2)
Experimenters	16 (29.1)	23 (37.7)	2 (13.3)	41 (31.3)
Users	21 (38.2)	26 (42.6)	10 (66.7)	57 (43.5)
Neah Bay				
Non-users	9 (52.9)	5 (83.3)	2 (16.7)	16 (45.7)
Experimenters	6 (35.3)	1 (16.7)	7 (58.3)	14 (40.0)
Users	2 (11.8)	0 (0.0)	3 (25.0)	5 (14.3)

Table 9

Area by Sex of Users of Smokeless Tobacco, in Percentages

Sex	Neah Bay N = 6	Colville N = 81	Lummi/Bellingham N = 92	Total
Male	66.7	67.9	81.5	74.9
Female	33.3	32.1	18.5	25.1

Table 10

School by Number of Users of Smokeless Tobacco;
Percentages in Parentheses

Name of School	Use Category Non-Users	 Experimenters	 Users	Total
1 Neah Bay	20 (43.5)	20 (43.5)	6 (13.0)	46
2 Omak Middle School	71 (67.0)	28 (26.4)	7 (6.6)	106
3 Omak Alternative High School	4 (28.6)	3 (21.4)	7 (50.0)	14
4 Omak High School	77 (41.0)	75 (39.9)	36 (19.1)	188
5 Pascal Sherman	0 (0.0)	3 (20.0)	12 (80.0)	15
6 Nespelem Elementary	2 (14.3)	1 (7.1)	11 (78.6)	14
7 Center Elementary	35 (62.5)	20 (35.7)	1 (1.8)	56
8 Grand Coulee Dam Junior High School	34 (43.0)	27 (34.2)	18 (22.8)	79
9 Lake Roosevelt High School	20 (31.3)	32 (50.0)	12 (18.8)	64
10 Central Elementary	14 (60.9)	5 (21.7)	4 (17.4)	23
11 Custer Elementary	39 (90.7)	4 (9.3)	0 (0.0)	43
12 Ferndale High School	234 (55.1)	113 (26.6)	78 (18.4)	425
13 Mt. View Elementary	34 (75.6)	7 (15.6)	4 (8.9)	45
14 Skyline Elementary	56 (90.3)	5 (8.1)	1 (1.6)	62
Total	640 (54.2)	343 (29.1)	197 (16.7)	1180

Table 11

Use of Smokeless Tobacco by Friends and Relatives, by Ethnic Group and Own Use of Smokeless Tobacco, in Percentages

	Ethnic Group					
	Indian			Non-Indian		
Relatives and Friends	Non-User N = 90	Experimenter N = 84	User N = 79	Non-User N = 519	Experimenter N = 235	User N = 104
Fathers	13.9	8.3	29.5	6.1	20.2	24.5
Mothers	3.5	1.2	8.9	1.0	1.3	2.0
Siblings	14.1	21.4	51.3	6.3	15.9	25.5
Other relatives	53.7	72.6	83.3	35.5	49.3	63.3
Friends:						
No close friends	52.8	31.3	3.8	69.9	37.9	2.9
A few close friends	42.5	55.4	36.7	27.7	51.7	52.0
Many close friends	4.6	9.6	11.4	1.8	6.9	29.4
Most close friends	0.0	1.2	34.2	0.4	3.0	10.8
All close friends	0.0	2.4	13.9	0.2	0.4	4.9

Note: Two hundred fifty-three respondents listed themselves as American Indian, including 62 who indicated other ethnic identity as well.

The non-Indian category includes 799 respondents who listed themselves as white, 11 as black, 15 as Hispanic, 11 as Asian, and 22 as other. Sixty-nine respondents did not identify themselves by ethnic group and are not tabulated here.

Table 12

Use of Smokeless Tobacco by Indian Status in Each Area;
Percentages in Parentheses

	Area					
	Neah Bay		Colville		Bellingham	
Smokeless Tobacco Use	Indian N = 35	Non-Indian N = 9	Indian N = 131	Non-Indian N = 316	Indian N = 87	Non-India N = 533
Non-user	16 (45.7)	3 (33.3)	33 (21.2)	180 (56.9)	41 (47.1)	336 (63.
Experimenter	14 (40.0)	5 (55.5)	41 (31.3)	108 (34.1)	29 (33.3)	122 (22
User	5 (14.3)	1 (11.1)	57 (43.5)	28 (8.9)	17 (19.5)	75 (14.

Table 13

Age of Users of Smokeless Tobacco by Ethnic Group;
Percentages in Parentheses

	Ethnic Group	
Age	Indian	Non-Indian
12	3 (4.1)	0 (0)
13	18 (24.3)	9 (9.4)
14	6 (8.1)	3 (3.1)
15	8 (10.8)	22 (22.9)
16	19 (25.7)	17 (17.7)
17	9 (12.2)	25 (26.0)
18 and over	11 (14.9)	20 (20.8)
Total	74	96

Table 14

Age at First Use of Smokeless Tobacco for Experimenters and Users, by Ethnic Group; Percentages in Parentheses

Age Group	Indians		Non-Indians	
	Experimenters	Users	Experimenters	Users
Under 10	27 (33.3)	44 (57.1)	38 (16.5)	26 (23.5)
10 through 11	19 (23.5)	15 (19.5)	66 (28.6)	10 (9.8)
12 through 13	19 (23.5)	11 (14.3)	57 (24.7)	21 (20.6)
14 or more	16 (19.8)	7 (9.1)	70 (30.3)	45 (44.1)
Total	81	77	231	102

Table 15

How Many Days Did Experimenters and Users Chew or Dip Smokeless Tobacco Last Month, in Percentages

	Experimenters		Users	
	Indian N = 83	Non-Indian N = 234	Indian N = 77	Non-Indian N = 103
None last month	77.1	87.2	10.4	11.7
1 day	9.6	6.0	7.8	14.6
2 or 3 days	2.4	1.3	18.2	19.4
4 or 5 days	2.4	0.4	11.7	9.7
6 to 10 days	1.2	1.7	3.9	11.7
11 to 20 days	1.2	0.9	16.9	7.8
More than 20 days	6.0	2.6	31.2	25.2

Table 16

How Many Times Altogether Did Experimenters and Users Chew or Dip Tobacco, in Percentages

	Experimenters		Users	
	Indian N = 83	Non-Indian N = 231	Indian N = 78	Non-Indian N = 103
1 or 2 times	49.4	58.9	3.8	8.7
3 to 10 times	26.5	24.7	5.1	12.6
11 to 20 times	8.4	9.5	6.4	8.7
21 to 100 times	9.6	4.3	25.6	30.1
Over 100 times	6.0	2.6	59.0	39.8

Table 17

Characteristics of Smokeless Tobacco Use and Users by Sex, Ethnic Group, Area, and Grade, in Percentages

Note: There are 197 users in the study. Whereas the area and grade of all subjects is known, not all of the respondents gave their sex or ethnic group.

	Sex		Ethnic Group		Area			Grade			
Characteristics	Male N = 134	Female N = 45	Indian N = 80	Non-Indian N = 104	Neah Bay N = 6	Colville N = 92	Bellingham N = 99	Grade 6 N = 37	Grade 9 N = 92	Grade 11 N = 68	
1. How often do I use smokeless tobacco?											
Less than once a month	15.8	28.6	17.9	19.6	16.7	18.9	20.0	25.7	20.0	14.9	19.
Once a month	13.5	16.7	11.5	16.7	33.3	8.8	17.9	20.0	13.3	11.9	14.
Once a week	15.8	23.8	17.9	15.7	16.7	16.5	17.9	14.3	18.9	16.4	17.
A few days a week	21.8	9.5	15.4	19.6	16.7	18.7	16.8	11.4	16.7	22.4	17.
Every day	33.1	21.4	37.2	28.4	16.7	37.4	27.4	28.6	31.1	34.3	31.
2. I use these kinds of tobacco: Note: Respondents can select all.											
Chewing tobacco (e.g. Red Man Plug)	32.1	14.3	24.1	30.4	33.3	16.3	35.4	21.6	22.2	34.3	26.3
Moist snuff (e.g. Skoal or Copenhagen)	94.0	92.9	96.2	91.2	83.3	100.	88.5	91.9	95.6	92.5	93.
Dry snuff	7.5	4.8	3.8	8.8	0	3.3	9.4	2.7	5.6	9.0	6.2
3. Brand used most often											
Kodiak	35.8	15.6	15.0	40.4	66.7	3.3	52.5	10.8	34.8	33.8	29.9
Copenhagen	36.6	62.2	67.5	26.9	16.7	76.1	17.2	67.6	37.0	42.6	44.
Skoal	9.7	4.4	3.8	11.5	16.7	7.6	8.1	5.4	9.8	7.4	8.1
Hawkens	6.7	0	3.8	5.8	0	7.6	3.0	0	9.8	1.5	5.1
Gold River	0	2.2	1.3	0	0	1.1	0	2.7	0	0	0.
Red Man	3.0	8.9	3.8	5.8	0	0	9.1	2.7	4.3	5.9	4.6
Skoal Bandits	1.5	0	0	1.9	0	0	2.0	0	1.1	1.5	1.0
Several	6.7	6.7	5.0	7.7	0	4.3	8.1	10.8	3.3	7.4	6.1

Table 17. Characteristi   of Smokeless Tobacco Use and   rs by Sex, Ethnic Group, Area, Grade, in Percentages, continued

Characteristics	Sex		Ethnic Group		Area			Grade			
	Male N = 134	Female N = 45	Indian N = 80	Non-Indian N = 104	Neah Bay N = 6	Colville N = 92	Bellingham N = 99	Grade 6 N = 37	Grade 9 N = 92	Grade 11 N = 68	
4. How long have I used smokeless tobacco?											
Less than 3 months	11.4	22.7	13.8	14.9	33.3	12.0	14.7	22.2	13.3	10.4	14
3 to 6 months	8.3	9.1	6.3	10.9	0	4.3	13.7	8.3	6.7	11.9	8.
7 to 12 months	6.1	6.8	5.0	6.9	16.7	4.3	7.4	0	7.8	7.5	6.
1 or 2 years	22.0	8.8	26.7	0	0	9.8	27.4	8.3	21.1	19.4	18
3 or 4 years	17.4	13.6	15.0	16.8	16.7	15.2	17.9	13.9	20.0	13.4	16.
Over 4 years	34.8	36.4	51.3	23.8	33.3	54.3	18.9	47.2	31.1	37.3	36.
5. Where do I get it?											
I buy my own	59.0	40.9	51.3	56.3	33.3	56.5	54.1	35.1	54.3	65.7	54
From my parents	3.7	0	2.5	2.9	0	3.3	2.0	2.7	1.1	4.5	2
From other relatives	0.7	4.5	3.8	1.0	16.7	2.2	1.0	8.1	0	1.5	2.0
From friends	25.4	47.7	31.3	31.1	50.0	30.4	30.6	43.2	30.4	25.4	31.
Buying and other sources	7.5	4.5	7.5	5.8	0	4.3	8.2	5.4	8.7	3.0	6
From relatives and/or friends	3.0	2.3	3.8	1.9	0	3.3	3.1	5.4	4.3	0	3.
From stealing	0.7	0	0	1.0	0	0	1.0	0	1.1	0	0
6. How much do I use in a week?											
Very little; less often than weekly	9.0	16.2	5.0	15.5	16.7	8.7	12.4	13.5	8.7	12.1	10.6
Less than one can	52.6	47.7	53.8	48.5	50.0	47.8	51.5	56.8	50.0	45.5	49.
One can	20.3	15.9	23.8	15.5	16.7	25.0	13.4	16.2	19.6	19.7	19.
More than one can	16.5	15.9	17.5	17.5	16.7	16.3	20.6	13.5	19.6	19.7	18.5
Other responses (indicating no stable pattern)	1.5	2.3	0	2.9	0	2.2	2.1	0	2.2	3.0	2.

Table 17, Characteristics of Smokeless Tobacco Use and Users by Sex, Ethnic Group, Area, Grade, in Percentages, continued

Characteristics	Sex		Ethnic Group		Area			Grade			
	Male N = 134	Female N = 45	Indian N = 80	Non-Indian N = 104	Neah Bay N = 6	Colville N = 92	Bellingham N = 99	Grade 6 N = 37	Grade 9 N = 92	Grade 11 N = 68	
7. When do I use smokeless tobacco? Note: Respondents can choose all.											
Before school	47.4	33.3	45.6	44.2	33.3	47.8	43.3	36.1	49.5	44.1	45.
At school	54.1	55.6	53.2	54.8	50.0	51.1	59.8	27.8	63.7	58.8	55.
After school	82.7	80.0	88.6	77.9	66.7	88.0	79.4	88.9	81.3	82.4	83.
While at sports	54.1	44.4	51.9	51.0	33.3	52.2	49.5	38.9	52.7	52.9	50.
At parties	57.1	57.8	55.7	59.6	16.7	62.0	56.7	44.4	62.6	58.8	57.
Before bed	31.6	24.4	39.2	26.9	33.3	34.8	27.8	30.6	34.1	27.9	31.
Any time	68.4	64.4	73.4	62.5	33.3	72.8	63.9	50.0	73.6	67.6	67.
8. Do I like chewing tobacco, using snuff, or smoking cigarettes best?											
Chewing tobacco	12.3	11.6	12.8	12.0	0	9.4	15.1	11.4	12.2	12.3	12.1
Using snuff	63.8	41.9	62.8	55.0	50.0	74.7	45.2	68.6	56.7	58.5	59.
Smoking cigarettes	20.0	44.2	19.2	31.0	50.0	14.3	34.4	20.0	25.6	27.7	25.
Like them equally	3.8	2.3	5.1	2.0	0	1.0	5.4	0	5.6	1.5	3.2

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Table 17, Characteristics of Smokeless Tobacco Use and Users by Sex, Ethnic Group, Area, ar
Grade, in Percentages, continued

	Sex		Ethnic Group		Area			Grade			
Characteristics	Male N = 134	Female N = 45	Indian N = 80	Non-Indian N = 104	Neah Bay N = 6	Colville N = 92	Bellingham N = 99	Grade 6 N = 37	Grade 9 N = 92	Grade 11 N = 68	197
9. What is the main reason I continue to use smokeless tobacco?											
My friends do	10.6	19.0	13.0	12.7	16.7	16.7	10.6	27.0	12.6	7.6	13.
It tastes good	18.2	19.0	19.5	19.6	33.3	21.0	14.9	10.8	18.4	22.7	18.
It relaxes me	9.1	11.9	9.1	10.8	0	10.0	9.6	13.5	9.2	7.6	9.5
I enjoy it	23.5	16.7	19.5	22.5	16.7	18.9	23.4	21.6	20.7	21.2	21.
My girl/boy friend does	0	4.8	1.3	1.0	0	0	2.1	2.7	1.1	0	1.
My parents do	0	0	0	0	0	0	0	0	0	0	0
Other relatives do	2.3	2.4	2.6	2.0	16.7	3.3	1.1	5.4	2.3	1.5	2.6
Addiction	7.6	9.5	7.8	7.8	0	7.8	8.5	2.7	6.9	12.1	7.
Pleasure and relaxation	9.8	0	7.8	6.9	0	8.9	5.3	5.4	6.9	7.6	6.
Friends and relatives	0.8	2.4	1.3	1.0	0	0	2.1	2.7	1.1	0	1.1
Combination of all above; Other	18.2	14.3	18.2	15.7	16.7	13.3	22.3	12.1	20.6	19.7	17.
10. If I could, would I stop using smokeless tobacco?											
Yes	54.7	65.9	69.6	49.0	66.7	64.0	51.6	64.9	55.2	57.8	58.

Table 18

Reasons Non-Users of Smokeless Tobacco Don't Use It, in Percentages

	Indian Males N = 40	Indian Females N = 54	Non-Indian Males N = 200	Non-Indian Females N = 317
Chewing or dipping tobacco costs too much money	26	28	19	14
It has an unpleasant taste and smell	58	73	63	71
You don't look good when you chew tobacco	45	52	48	58
I don't chew for religious reasons	11	14	17	16
It's not good for my health	76	73	78	84
My (girl)(boy)friend doesn't like me to	31	23	24	19
It interferes with sports activities	54	46	46	35
My parents don't want me to	64	49	54	54
Teachers don't want me to	28	33	33	28
None of my friends chew or dip tobacco	27	27	26	34
I think chewing or dipping tobacco is stupid	72	76	78	93

Note: The respondents were asked to indicate whether the reason listed affected their decision not to use smokeless tobacco. They could indicate any or none of the given list. They also had a chance to list other reasons and 240 did. These included, principally, that it is gross, dirty, or disgusting; they simply had no interest; it gives you cancer, is unhealthful, and makes you sick.

The N given is the total sample per group; in any particular question, however, several students did not answer yes or no, so the total upon which the percentage is based could be slightly smaller. Additionally, 29 students who do not use smokeless tobacco did not indicate either their sex or ethnic group or both.

Table 19

Attitudes Toward Smokeless Tobacco, by Category of Use

Note: The students responded on a 5-point scale in which 1 was "agree strongly," 2 was "agree," 3 was "not sure," 4 was "disagree," and 5 was "disagree strongly." It is important to remember in reading this table that the values represented are averages. If an average value is 3, for example, this does not mean that most respondents "weren't sure," but that the "agrees" and "disagrees" balanced out. Note that in every question the user group is clearly distinguished from the non-user group and that the experimenters fall in between. Differences between groups are statistically significant.

The N listed is the total for each group, but for most questions a few students did not answer, reducing the N for that item.

	Non-Users		Experimenters		Users	
	N = 640		N = 343		N = 197	
	Mean	Median	Mean	Median	Mean	Median
Chewing tobacco makes a person more popular	4.59	5	4.39	5	3.82	4
It's better to chew or dip than to smoke cigarettes	3.93	4	3.69	4	2.73	3
Young people who chew or dip seem older	4.42	5	4.36	5	3.91	4
It's ok to chew or dip because adults do	4.68	5	4.42	5	3.63	4
People who chew or dip tobacco are not being very smart	1.98	1	2.22	2	2.96	3
People who chew or dip tobacco should stop	1.67	1	2.04	2	2.82	3
Smokeless tobacco is not harmful to your health	4.65	5	4.51	5	3.96	4
Chewing or dipping tobacco once in a while is ok	4.18	4	3.47	4	2.47	2

Table 19, Attitude. Toward Smokeless Tobacco, continued

	Non-Users N = 640		Experimenters N = 343		Users N = 197	
	Mean	Median	Mean	Median	Mean	Median
I don't like being around people who chew or dip	2.30	2	3.09	3	3.91	4
Cigarette smoking is harmful to your health	1.62	1	1.89	1	1.89	1
I don't want my friends to chew or dip	1.78	1	2.37	2	3.29	3
Chewing or dipping tobacco doesn't hurt people until they are older	4.42	5	4.11	4	3.62	4
Chewing and dipping tobacco helps people make friends	4.58	5	4.35	5	3.71	4
There is not a warning on smokeless tobacco packages, so it's ok to chew or dip	4.36	5	4.20	4	3.68	4
All real men chew tobacco	4.76	5	4.67	5	3.84	4
Chewing tobacco or dipping is pleasureable	4.29	5	4.09	4	2.35	2

Table 20

Reasons for Trying Smokeless Tobacco by Ethnic Status of Experimenters and Users, in Percentages

Note: In the following list of attitudes, respondents could indicate any (or no) reasons that applied to their decision to try smokeless tobacco. The figures indicate the percentage for whom the reason applied.

	Experimenters		Users	
	Indian N = 84	Non-Indian N = 233	Indian N = 78	Non-Indian N = 102
My friends were doing it	45.2	47.2	46.2	61.8
My parents chew or dip tobacco	4.8	9.9	14.1	10.8
My brothers, sisters, or other relatives chew or dip tobacco	33.7	14.1	34.6	24.5
A teacher or coach chews or dips tobacco	3.6	3.4	11.5	10.8
A teacher or coach told me it was a good idea	3.6	1.3	2.6	1.9
Athletes on TV use it	10.7	5.2	12.8	11.8
Advertisements I saw made me think I'd like to try it	3.6	11.2	19.2	16.7
I'd rather chew or dip tobacco than smoke	12.0	14.6	60.3	54.9
I was bored	22.9	21.0	30.1	29.4
I wanted to look older	8.4	5.6	7.7	4.9
I did it for fun	46.9	44.6	44.9	48.0
General curiosity or experimentation	11.9	24.9	12.8	16.7
Peer pressure	3.6	6.4	2.6	0.9
Emotional reasons	2.3	2.1	5.1	5.9

Table 21

Types of Additional Comments Made by Respondents, by Respondents' Use of Smokeless Tobacco; Percentages in Parentheses

	Category of Use		
	Non-User	Experimenter	User
Anti-chewing remark	263 (41.0)	113 (32.9)	23 (11.7)
Anti-survey remark	5 (0.7)	7 (2.0)	8 (4.1)
Pro-choice remark	14 (2.2)	21 (6.1)	31 (15.7)
Pro-survey remark	1 (0.1)	0 (0)	1 (0.5)
All other remarks	6 (0.9)	7 (2.0)	8 (4.1)
No remark	351 (54.8)	195 (56.9)	126 (63.9)
Total	640	343	197

Table 22

Attitude Toward School by Category of Use of Smokeless Tobacco; Percentages in Parentheses

	Use Category		
Attitude	Non-User N = 628	Experimenter N = 334	User N = 187
I like school a lot	141 (22.5)	48 (14.4)	18 (9.6)
School is usually ok	385 (61.3)	205 (61.4)	107 (57.2)
I don't like school much	78 (12.4)	50 (15.0)	34 (18.2)
I don't like school at all	24 (3.8)	31 (9.3)	28 (15.0)

Note: Differences in attitudes are highly significant statistically.

Table 23

Attitude Toward School by Sex and Ethnic Status; Percentages in Parentheses

Attitude	Ethnic Group Indians Males N = 131	 Females N = 118	 Non-Indians Males N = 429	 Females N = 410
I like school a lot	16 (12.2)	15 (12.7)	71 (16.6)	94 (22.9)
School is usually ok	74 (56.5)	75 (63.6)	266 (62.0)	251 (61.2)
I don't like school much	20 (15.3)	19 (16.1)	64 (14.9)	48 (11.7)
I don't like school at all	21 (16.0)	9 (7.6)	28 (6.5)	17 (4.1)

Table 24

Smoking of Cigarettes by Category of Use of Smokeless Tobacco; Percentages in Parentheses

Smoking	Non-users	Experimenters	Users
No smoking	499 (80.2)	161 (49.4)	78 (41.7)
Not currently smoking	72 (11.6)	80 (24.5)	34 (18.2)
Smokers	51 (8.2)	85 (26.1)	75 (40.1)
Total	622	326	187

Table 25

Smoking of Cigarettes by Sex and Ethnic Group in Percentages

	Indians		Non-Indians	
	Male N = 132	Female N = 120	Male N = 425	Female N = 403
No smoking ever	65.2	51.7	68.5	65.5
Not currently smoking	81.8	71.6	85.8	81.1
Currently smoking cigarettes	18.2	27.5	13.4	18.6

Table 26

Number of Years of Cigarette Smoking in Indian and Non-Indian Male and Female Smokers, in Percentages

	Indian		Non-Indian	
	Males N = 44	Females N = 56	Males N = 127	Females N = 133
Under 2 years	45.5	41.1	62.2	48.9
2 to 4 years	29.5	41.1	22.8	37.6
Over 4 years	25.0	17.9	15.0	13.5

4th Grade Sample

Table 27

Numbers of Students by Ethnic Group, Sex, and Use of Smokeless Tobacco

Use of Smokeless Tobacco	Sex and Ethnic Group Male			Female		
	Indian	Non-Indian	Unlisted	Indian	Non-Indian	Unlisted
Non-user	6	28	2	5	33	1
Experimenter	2	2	0	2	0	1
User	1	1	0	3	2	1
Total	9	31	2	10	35	3

Table 28

Friend's Use by Ethnic Group and by Own Use; Percentages in Parentheses

Friends' Use	Ethnic Group (1)		Own Use (2)		
	Indian	Non-Indian	Non-user	Experimenter	User
None of my close friends use smokeless tobacco	4 (21.1)	55 (84.5)	58 (78.4)	3 (42.9)	1 (1
A few of my close friends use it	12 (63.2)	9 (13.8)	16 (21.6)	3 (42.9)	4 (5
Many of my close friends use it	0 (0)	1 (1.5)	0 (0)	0 (0)	1 (1
Most of my close friends use it	2 (10.5)	0 (0)	0 (0)	1 (14.3)	1 (1
All of my close friends use it	1 (5.3)	0 (0)	0 (0)	0 (0)	1 (1

(1) The total number of responses is 84.

(2) The total number of responses is 89.

Note: Both sets of tables are statistically significant.

Table 29

Attitudes Toward School

	Average Value
Ethnic group	
all Indians, N = 19	1.89
all non-Indians, N = 66	1.73
Sex	
all males, N = 42	1.83
all females, N = 48	1.77
Use of Smokeless Tobacco	
all non-users, N = 75	1.69
all experimenters, N = 7	2.57
all users, N = 8	2.13

Note: A lower score indicates greater liking of school as it was surveyed on a 4-point scale with 1 being "I like school a lot" and 4 being "I don't like school at all." It appears that the group that is most uncomfortable with school is the 2 groups that use smokeless tobacco.

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Doll Watt Palmanteer
Mel Tonasket
Rene Waite
Rock White

NORTH DAKOTA
DEPARTMENT OF HUMAN SERVICES
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STATE OF NORTH DAKOTA
George A. Sinner Governor

APPENDIX A1

May 23, 1990

Leroy Chief, Superintendent
Wahpeton Indian School
Wahpeton, ND 58075

Dear Mr. Chief:

As you are aware through your participation in the State Child Protection Team meeting of May 16, the State Team made the determination of no probable cause in the two reports of alleged child abuse at the Wahpeton Indian School. Your participation and cooperation as ad hoc member was appreciated.

The State Team however, does have recommendations for the school. These recommendations are presented with the concern that certain issues need to be addressed by the administration to decrease the potential of future incidences which could result in child abuse or neglect.

The recommendations of the State Team are as follows:

1) It is apparent that the Wahpeton Indian School is receiving an increasing number of students with more severe emotional and/or behavioral problems. Many of these same students require boarding care, which places the responsibility of 24-hour supervision on the school and the staff. The current staff appears very committed and dedicated to the students. However, the State Team believes that the current staffing ratio of 2 staff per approximately 50 students in the student dormitory setting is inadequate and conducive to substantial risk to students and staff. A more realistic ratio, especially during active evening hours, is suggested at no less than one staff person to every 15 (and preferably 10) students.

OFFICE OF
ECONOMIC ASSISTANCE 701 224 2332
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Fuel Assistance 224 2065
Medical Assistance 224 2321
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GOVERNOR'S COUNCIL
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Mental Health
Vocational Services

2) As was also discussed during the team meeting, that there is a need for the Wahpeton Indian School to critically review its boarding care component. It is strongly recommended that an independent consultant be hired to review the boarding care program, its resource needs, staffing, and physical facility. Though standards for licensing are currently being met, the increase in this "higher needs" population puts the school and students at a substantially higher risk of harm to a child.

The Team was, in particular, appreciative of your interest in further training for your staff on child abuse and neglect. As our programs develop, we will keep you informed of resources or training programs which may be of help to you and your staff.

I am enclosing a copy of the Child Abuse and Neglect Law and a list of "Indicators of Child Abuse and Neglect in Institutions". The list of indicators is being considered for inclusion in our educational programs, as we believe they will help intuitions in their prevention efforts.

Sincerely,

Beth Tjon Wosick, Administrator
Institutional Child Protection Services

cc: Ron Bedard, Regional Supervisor, Southeast Human Service Center

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George A. Sinner Governor

APPENDIX A 2

March 12, 1992

The Honorable Byron Dorgan
United States House of Representatives
203 Cannon House Building
Washington, D.C.   20515-3401

Dear Congressman Dorgan:

I am writing at the direction of the North Dakota State Child Protection Team which operates under the auspices of the North Dakota Department of Human Services, to forward the Team's recommendations and concerns regarding the safety and well-being of the children and staff at the Wahpeton Indian School. The State Team recognizes your on-going concern for the needs of Indian children, especially their need for protection and treatment, and is therefore seeking your assistance.

A number of these concerns have already been presented to Governor Sinner (see attached memo of March 5) by Dr. Robert Wentz, State Health Officer. Dr. Wentz is also a member of the State Child Protection Team.

The authority of the State Child Protection Team is defined in Chapter 50-25.1 of the State Law. Since 1979 the Team's major duties, identified in the Subsections of the Law, have been to make determination of no probable cause or probable cause in alleged incidents of child abuse and/or neglect in North Dakota institutions. The Team frequently exercises an authority to issue reports and recommendations to support the protection of children in North Dakota institutions.

In recent years the administration of the Wahpeton Indian School has turned to the State Child Protection Team for disposition of reports of alleged child abuse and neglect involving reported incidences at the school. We have appreciated this willingness of the Wahpeton Indian School administration and staff to report the incidences with an open and cooperative spirit and a willingness to seek recommendations to prevent the potential of future abuse or neglect.

In the last 18 months, four (4) reports of alleged child abuse or neglect concerning the Wahpeton Indian School have been reviewed by the State Child Protection Team. The nature of these reports reflect a picture of the School's chronic struggle to deal with issues of staff training, unmet counseling and treatment needs, adequate supervision of students in its boarding care, and an apparent warehousing of students at Wahpeton Indian School, who exhibit rather severe emotional and psychological disturbances.

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The most recent incident involved the alleged sexual assault of a 12 year old male student by other dormitory residents. Throughout the discussion with School staff and administration as to how the incident happened and the preventability of future incidences, it again became evident that the Wahpeton Indian School is still ill equipped and has little access to adequate financial and technical assistance, to formulate or facilitate improvements.

The State Child Protection Team wishes to present the following recommendations and are hoping for your prompt attention and action:

A. That you consider holding a Public Hearing at the Wahpeton Indian School to discuse administration and community concerns of the School, and to address possible solutions.

B. Administrators of Indian boarding schools throughout the nation have previously expressed concerns regarding adequate funding levels and student needs to the BIA and to congressional officials. It is important that these already identified and presented concerns be addressed.

C. That there be a federally coordinated review and evaluation of the Wahpeton Indian School by a team of health and mental health professionals, educators, and other appropriate professionals.

D. That there be a professional evaluation or assessment of each student to determine if placement at the school is in the best interest of that child and to determine if a student may have special needs.

Governor Sinner has contacted the BIA to express his concern and has urged their immediate attention.

The State Child Protection Team members are: Gladys Cairns, Chairperson; Dr. Robert Wentz, State Health Officer; Dick Tessier, Assistant Attorney General; Conrad Dvorak, Superintendent, State Industrial School; David Lee, Department of Public Instruction, and; Karen Eisenhardt, member at large. The Team members have expressed their willingness to assist you and your office in any way you would deem appropriate.

Sincerely,

Beth Tjon Wosick, Administrator
Institutional Protective Services

c: Governor Sinner
John Graham, Department of Human Services
Leroy Chief, Wahpeton Indian School
Richard Whitesell, BIA

PIERRE INDIAN LEARNING CENTER

HC31, BOX 143
PIERRE, SOUTH DAKOTA 57501

DRAFT TESTIMONY
OVERSIGHT HEARINGS
JUNE 10, 1994

My name is Shirley Gross and I represent the Pierre Indian Learning Center. The Pierre Indian Learning Center is an off-reservation residential grant school serving grades one through eight. We serve 15 tribes in North Dakota, South Dakota and Nebraska. Established as Pierre Boarding School in the 1880s, the Pierre Indian Learning Center is located on a spacious, beautiful acreage on the southeast edge of the city of Pierre. It has always been a 24-hour residential school at times serving secondary as well as elementary students. In the early 1970s it faced closure or consolidation with another school in the area.

In 1972 the BIA made the decision to close the boarding school. A group of parents from various tribes got together and requested a contract school be established under the 93-638 Self Determination Act. Their reason: to establish a 'special needs school' for students' who could not, for varying reasons, attend school in their local vicinity.

In 1972 when the decision was made to start a contract school it was due in part to parents going to their tribal council people and requesting "something" for the students who were starting to fall through the cracks. Truancy was beginning to be a problem as well as huffing spray paint. Children were being neglected/abused and there were no facilities for these children. Regular school systems could provide the academics, but they could not provide the safe residential setting that the "special needs" children would have to have.

The current Board of Education represents the 15 tribes and states in the Pierre Indian Learning Center service area. The Board meets quarterly to conduct business. Pierre Indian Learning Center is served by the Cheyenne River Agency Superintendent for Education, Dr. Cherie Farlee. The Pierre Indian Learning Center is accredited by the State of South Dakota and the academic program and qualifications of the staff far exceed the minimum requirements established by the state.

Tom Gearhart, Facilities Management stated in a recent evaluation " the school facilities are well maintained and the grounds are neat and virtually litter free. Pride and care are exhibited throughout the campus. The school maintains good records on their O&M budget as derived from the funding formula versus actual expenditures.

The main source of funding is from the Bureau of Indian Affairs. Funds are also received from Title V, Title VII and Special Education. All of the funds derived from the Indian School Equalization Programs are budgeted according to their respective components.

Staffing at the Pierre Indian Learning Center has remained fairly stable for the past four years. Statistics indicate a high rate of staying among the instructional staff. The residential staff are beginning to stabilize following the FY94 school year. Cited as factors for the turnover rate in the residential program has been the intensity of the job, low pay and the lack of training. The high cost of living and child costs in Pierre do not present strong incentives for reservation members to relocate and stay at the Pierre Indian Learning Center.

Pierre Indian Learning Center began with an enrollment of 50 students. It was hoped to keep the enrollment low so that the students could have all of their needs met. Due to the funding formula; this would prove to be impossible. Pierre Indian Learning Center would have to get the students in order to have enough money to maintain operations. There has been much discussion regarding schools accepting students and then taking them home after count week. A recent Office of Indian Education Programs (OIEP) Effective Schools evaluation of the Pierre Indian Learning Center shows the following statistics for Pierre Indian Learning Center.

	1991-1992	1992-1993	1993-1994
*ADA	167	150	183
**ADM	164	134	171
%	98%^	91%	93%

We do follow up on students who leave the Pierre Indian Learning Center. We request that the parents not check out the students after they have been enrolled. The reason children leave Pierre Indian Learning Center during the school year is due to parental checkout. Very few children are suspended or expelled. If the child is checked out and returned home, we follow up with the local school district to assure that the child is in school. If the child does not go to school, we file charges for educational neglect.

Although the Pierre Indian Learning Center is not designated as a 'special needs school' by OIEP or receives any special funding, 100% of the students are either in Intensive Residential Guidance (IRG) or Exceptional Residential programs (ECR). The Pierre Indian Learning Center does not accept students based on academic need. Local schools in the child's home area are equipped to handle the academic problems of the child. The children who attend the Pierre Indian Learning Center have a much different profile. Seventy five percent of the referrals to the Pierre Indian Learning center are made by social service agencies. Approximately 10% are court ordered to the Center.

Our boarding school profile shows 100% of our students show needs in most areas of academic skills, socialization skills, emotional and physical problems, self esteem building, self discipline and problem solving/decision making skills. These students are removed from their local setting due to abuse, neglect, abandonment, truancy, etc. Due to their lack of social skills, many of our students have no concept of how to use leisure time in a positive way. We have children who need to be taught parenting skills. (Children as young as age six who parent their younger brothers and sisters.)

Students who enter the Pierre Indian Learning Center have gone through one or more schools. They are older, have a long history of truancy, have been neglected, abused, some are homeless, have high incidence of huffing/alcohol abuse, and have no place else to go. Courts, social services and probation officers have few choices on placement of these children. When the older child is accepted, there are siblings who are also accepted. The brother or sister's behavior is reflective of the older child's. Also, many times the older child has been the parent.

Many of the complaints that are heard across country are about test scores and how the children are not achieving scholastically. These young children who are sent to boarding schools have many serious social and emotional problems. Before we can start working with the child academically, we must take a more therapeutic approach to the overall problems of the child.

Would we expect adults to function at their job with the emotional and psychological conditions that these children are faced with. These children are expected to function and achieve academically in a classroom while worrying about their parents being drunk, getting beat up and/or killed. They are also preoccupied with concerns on who is taking care of their baby sister, brother or grandmother, or wondering who is going to take care of **them** when they go home. Children must first feel good about themselves before we can teach them. They have to feel safe in their environment. They have to bond with and trust the people who are responsible for taking care of them. We must help them therapeutically to deal with all of the garbage in their life, i.e. sexual and physical abuse, abandonment and neglect. A therapeutic school will help the student to connect with his heritage, and spiritual being. Currently we do not have dollars to fund these support staff. Because of all of the horrible things that have happened to the students, we have to help them understand that they are not responsible for the terrible things that have happened to them. We are doing all we can now, but because of lack of funding and shortage of qualified counselors we are not meeting all of the students' needs. It is important that we get across to these young children, that **gangs cannot protect them and huffing gas or paint will not take the pain away.**

The success stories for the students of Pierre Indian Learning center are still to be realized in many respects. A graduate of Pierre Indian Learning Center is now a certified counselor at Eagle Butte. However, the cycle of success for many students lasts only nine months and they must start over each fall. In other words, many of the students who are experiencing a successful academic experience and one that is free of abuse, (drug, alcohol, physical, sexual) during the school year often return to an environment not conducive to the gains they have made and the cycle must begin anew when they return in the fall.

According to the survey taken by the Office of Indian Education Programs, our students feel safe in our facility, they love their teachers and dorm parents, they feel the principal is fair, they like to get up and put clean clothes on and they love having three meals a day and all the snacks they get.

I have described our student body to you. Yet in the funding that we receive from the Indian School Equalization Funding (ISEP) formula, we have one night attendant per wing (our big boys wing this year averaged 50 students.) The 4-11 shift averages two people per wing. We also have counselors who have caseloads of 30-40 students. We average two recreation staff people. Our starting salaries for residential staff is $6.50 per hour.

If our children were placed at a state funded facility the tuition would be anywhere from $35,000.00 per year to $45,000.00 per year. The Pierre Indian Learning Center serves the same type of child. Yet, a child in our facility that is counted on weighted student units in academic, residential, and high service special education may only generate $15,482.00 excluding transportation. The average student at Pierre Indian Learning Center who is in the academic, residential and IRG program will generate $7,102.00. Our goals and objectives for these children far exceed any formula funding that we receive. However, we cannot do our job fully due to lack of staff, lack of mental health services and staff development for our residential staff.

The OIEP evaluation also stated that "Pierre is a stable, safe and supportive school for the 183 special needs children that it serves. Processes are in place for continual school improvement from curriculum development, to staff development that helps the professional as well as paraprofessional staff to better serve students. The staff turnover rate is very low and the principal has been at the school for four years. The school board allows the administration to carry out policies they have set without fear of micro-management."

The evaluation further states: "OIEP should consider designating the Pierre Indian Learning Center a "special needs' school. Residential therapeutic settings such as Pierre Indian Learning Center are costly, however, few alternatives exist for Indian children who are court ordered or homeless and have very special needs in terms of their spiritual, mental, physical, and emotional makeup.

Additional resources may be necessary in order to develop the Pierre Indian Learning Center into a model residential therapeutic school, but this is a concept whose time has come and it should be given serious consideration. An excellent foundation is in place to implement a pilot program. There is an excellent board of education, a stable administration and staff, as well as cared for facilities and grounds, a safe and supportive environment in every respect. The Pierre Indian Learning Center has the potential to become an exemplary residential school."

Each one of us here today has our own unique problems and concerns, yet we share a common bond. We provide a residential setting for Native American students. We all need to have our mission statements reflect what our own unique school does. We need to network with one another on our common ground and share our expertise with our special problems.

What can the BIA do?

The BIA must form a partnership with IHS to start addressing the mental health issues connected with Native American children and to provide the needed services to these children. The BIA has to recognize the issues that the school deals with regarding the residential and academic life of off-reservation boarding school students. The BIA must allow schools the flexibility to design their programs to best meet the needs of the students, to work with the schools in actively monitoring and evaluating the schools as they begin a more therapeutic process. And finally, the BIA must provide dollars to financially support the programs as they are designed.

What can you as a committee do? The committee must thoroughly educate themselves of the serious problems that young Native American children bring with them to off-reservation boarding schools. You must actively support, encourage and work toward securing additional funding for the off-reservation boarding schools to supplement the ISEP formula and other program funding

Pierre Indian Learning Center has tried to share with you what we believe to be a success story, even with our shortfalls in funding and the inability to provide services for all of the needs of our children We have committed staff, a beautiful campus and buildings, a strong board of education and administration and most importantly the reason we're here; our Native American children who attend our school. We do make good things happen and we' re very proud of our Center.

Attachments:

Office of Indian Education Programs Monitoring and Evaluation Report

* Average daily attendance
**Average daily membership

Office of Indian Education Programs Monitoring and Evaluation Report

Pierre Indian Learning Center School

Monitors: Karen Swisher

Lee Antell

Dottie Hobson

James Paddock

Date: October 25-29, 1993

I. Introduction

The Pierre Indian Learning Center (PILC) was monitored October 26-29, 1993, by the following team: Karen Swisher, Center for Indian Education, Arizona State University; Lee Antell, Director of Affirmative Action, Minnesota Community Colleges; Dottie Hobson, Principal, Dilcon (AZ) School; and James Paddock, President, Dilcon School Board. The Monitoring and Evaluation Process began with an entrance visit on October 26, 1993. In addition to the above named team members, the following people attended the meeting: School Board Chairperson, Gilbert Robertson (Sisseton-Wahpeton Dakota Nation); Darrell Jeanotte, Superintendent/Principal; Shirley Gross, Business Manager; and Cherie Farlee, Cheyenne River Agency Superintendent for Education.

The administration, staff, and students were aware of the monitoring and evaluation team visit, and therefore were prepared to provide the data we required through interviews, observation, and paper documentation. Specifically, the methodology included:

- interviews with board members, and academic, residential, and facilities staff;
- interviews with students;
- observations of the academic and residential program areas; and
- review of documents (30 items suggested on the OIEP Monitoring/Evaluation Items to be Reviewed list).

Two exit meetings were held; one with all available staff at 4:00pm on Thursday, October 28, and one with Darrell Jeanotte and Shirley Gross at 11:00am on Friday, October 29. At both meetings strengths and needs were presented. Staff were given forms to evaluate the evaluators (Savoring the Salt) which they returned on Friday morning. There was a general feeling that the staff greatly appreciated the feedback exit meeting on Thursday.

II. Summary of Data and Report Findings

School Characteristics

The Pierre Indian Learning Center in Pierre, South Dakota is an off-reservation residential grant school serving grades one through eight. The children who attend PILC come from 15 tribes in North Dakota, South Dakota, and Nebraska. Although PILC is not designated as a special needs school, a majority of the students who attend PILC have been referred by social services or the court system and have very special academic as well as emotional needs that must be met. Established as Pierre Boarding School in the 1880s, the PILC has occupied a spacious, beautiful acreage on the southeast edge of the city of Pierre for more than 100 years. It has always been a 24-hour residential school at times serving secondary as well as elementary students. In the early 1970s it faced closure or consolidation with another school in the area. On April 12, 1972, the Indian Board of Education for the Pierre Indian Learning Center was incorporated in the state of South Dakota.

School Board

The current board of education members listed below represent the (15) tribes and states in the PILC service area. The board meets quarterly to conduct business. There is a general perception among administration, staff (and this team) that the board members are very knowledgeable, supportive, and genuinely interested in the day to day aspects of the academic and residential program. In particular they have been actively involved in curriculum revision in recent years. Two members (Mr. Robertson and Mrs. Martin) were available for team interviews during the monitoring and evaluation visit.

Charles Bettelyoun	Oglala Sioux Tribe
Earl Bordeaux Sr.	Rosebud Sioux Tribe
John Blackhawk	Winnebago Tribe of Nebraska
Steve Cournoyer	Yankton Sioux Tribe

William DeCoteau	Turtle Mountain Band of Chippewa
Sharon Georgeson	Devils Lake Sioux Tribe
Janet Gunderson	Three Affiliated Tribes
Gordon J. Jones	Flandreau-Santee Sioux Tribe
Ronald Kirkie Sr.	Crow Creek Sioux Tribe
Elsie Martin	Standing Rock Sioux Tribe
Vernon Mestes	Cheyenne River Sioux Tribe
Gilbert Robertson (Chair)	Sisseton-Wahpeton Dakota Nation
Richard (Bill) Thompson Sr.	Lower Brule Sioux Tribe
Roger Trudell	Santee Sioux Tribe
Ed Wolf	Omaha Tribe of Nebraska

Accreditation, History, Environment

PILC is served by the Cheyenne River Agency Superintendent for Education, Dr. Cherie Farlee. For the past three years the average student enrollment has been 165; the current ISEP certified count is expected to be 183. PILC is accredited by the state of South Dakota for the 1993-1994 school year, and it should be noted that the academic program, and qualifications of the staff far exceed the minimum requirements established by the state for accreditation. This is the fourth year that Mr. Darrell Jeanotte has served as both superintendent and principal of PILC.

A philosophy statement, mission statement, and goals were recently revised and adopted by the board of education in September 1993. The mission statement is "We live in respect of ourselves, others and the environment." The environment of the school reflects this mission. There appears to be genuine caring on the part of all staff members to provide the safe and supportive environment students deserve and require. The grounds are well maintained and aesthetically pleasing; the facilities, old and new, are clean and show evidence of good preventive maintenance.

Budget

The current budget reflects revenue from several sources. Approximately $2.3 million is generated for Administration, Residential, Food Service, Student Transportation, School Board, Facilities Management, and Base Instruction. An additional $800,000 is expected from (nine) various sources including federal programs such as Title V, Title VII, Special Education. It should be no surprise that the Residential program requires approximately 23% of the budget while 16% is allocated for Base Instruction. Additional categorical funding amounts to about 26% of the total.

Staff Characteristics

From 1990 to 1993 the staff at PILC has remained fairly stable. Statistics on retention and attrition rates for the last three years indicate a high rate of staying among the academic or instructional staff. The average number of total staff was 37.33; average percent of new teaching staff employed was 6.2%; and average percent of teaching staff departed was 5.5% Among the support staff, the average percent of support staff employed was 9% and the average percent departed was 5.5%. The total new staff employed was 16% and total staff departed was 10.7%. In real numbers for 1992-1993, there were 37 staff members; 7 new teaching staff were employed; 1 teaching staff member departed; 3 new support staff were employed; and 3 support staff departed. A total of 5 new staff members were employed while 4 departed. In a special needs school like PILC, this trend is admirable. Unfortunately, attrition in the residential program has been very high. Cited as factors for the high turnover rate among dorm parents and night attendants has been the intensity of the job, coupled with low pay ($6.25/hour), lack of training, and the high cost of living and child care costs in Pierre do not present strong incentives for reservation members to relocate and stay.

For the current school year the staffing at PILC numbers 96; positions and numbers of staff are outlined in Attachment 1. Vacancies exist in the following positions: cook dorm parent, E.C.R. aide (2), night attendant (2), secretary, and substance abuse counselor. Twenty-six academic/instructional staff members have baccalaureate or masters degrees and 23 have teaching certificates. The superintendent/principal, one teacher, and one counselor are enrolled tribal members. The PILC Organizational Chart is included as Attachment 2.

Student Characteristics, Enrollment, Attendance

The majority of students attending PILC are from broken homes, dysfunctional families and some are homeless. Many of the students have been neglected and physically/sexually abused. About 75% are referred to PILC by social service agencies and 10% are court ordered to attend PILC. Many of the students have experienced drug, alcohol, inhalant abuse; self-inflicted injuries; fighting and violent aggressive behavior and severe academic deficiencies. Because of the social and family problems, language differences, learning disabilities, severe emotional/behavioral problems and various other factors, these students have not been successful in tribal schools on the reservations. Currently there is no other educational program in the area capable and/or willing to provide the needed services to these students. Enrollment and attendance data are displayed below.

ISEP 1993 Count Week:	183	M & E Visit Week:	171
Fall 1991:	166	Spring 1992:	131
Fall 1992:	150	Spring 1993:	137

The number of students who enrolled after count week for the 1992-1993 school year was 23; the number who transferred out was 39. Evidently all those who transferred out attended another school, therefore there were no students counted as dropouts, nor were there any students retained in grade over the last three years. An effective tracking system is not in place, therefore the success rate of high school students is unknown.

Attendance rates for the last two years and for the current year are displayed below.

	1991-1992	1992-1993	1993-1994 (To Date)
ADA	167	150	183
ADM	164	134	171
Rate	98%	91%	93%

The numbers and percentages of the student body enrolled in supplemental programs are displayed below.

Program	# of Students	% of Student Body
Chapter I	183	Schoolwide Project
Special Education	75	39%
Residential	183	100%
IRG	147	80%
Bilingual	18	10%
Gifted and Talented	18	10%
Speech	44	24%

The "Outcome Indicators of Success" for students of PILC are still to be realized in many respects. A graduate who is now a counselor at Eagle Butte stands out as a success story, however the team was reminded that the cycle of success for many students lasts only nine months and they must start over each fall. In other words, many of the students who are experiencing a successful academic experience and one that is free of abuse (drug, alcohol, physical, sexual) during the school year often return to an environment not conducive to the gains they have made and the cycle must begin anew when they return in the fall.

Parents, Staff, Student Surveys

Survey results are included in Attachment 3, however, the following high and low items on a five-point scale (5-high to 1-low) that were reported to the staff are displayed below.

Parent/Community Climate Survey - Range 3.9 to 4.9

High	
9. Buildings and ground are clean, attractive and safe.	4.9
5. School sponsors adequate extracurricular programs.	4.8
6. Staff really care about the students.	4.7
Low	
15. School provides an adequate amount of training, workshops or other learning opportunities for parents.	3.9
16. Students of the school have a good self-concept.	4.1
17. School is a good place to be; I feel welcome at the school.	4.1

Instructional Leadership Survey - Range 3.9 to 4.8

High	
3. The Principal consults with staff regularly in staff meetings.	4.8
8. The Principal actively promotes staff development.	4.8
19. The Principal is concerned about cleanliness, appearance, and safety of the school buildings and campus.	4.8
Low	
17. Overall climate of the school is positive.	3.9
16. An open line of communication with the Principal is available for students and staff.	4.0
18. The Principal consistently and fairly administers policies.	4.0
13. The Principal actively encourages the appropriate involvement of staff and students in reaching decisions that affect them.	4.0

Student Survey - Range 3.3 - 4.3

High	
11. Most teachers at this school are willing to do extra to help students.	4.3
2. Most teachers really care about the students who attend this school.	4.2
4. Most teachers are fair in evaluating (grading) student classroom work and homework.	4.1
10. We have good teachers at this school.	4.1
Low	
8. Parent support of and participation in the school and school activities is good.	3.3
5. I feel safe at this school.	3.4
6. Most students at this school are interested in learning.	3.5
1. The Principal is fair in dealing with student discipline.	3.5

It is clear from the above survey results that parents and community, staff and students think quite highly of PILC. The lowest rating was 3.3, a positive direction from the middle; and the highest rating was 4.9 on a five point scale.

The **Parent/Community Climate Survey** produced the following strengths and areas in need of improvement.

Strengths:
Good leadership. Aggressive and knowledgeable administration. PILC Newsletter. The administration accepts all students on the same basis and work with families. The support staff is always very helpful and this is a good reflection on the school. Culture. Great caring staff. The school gets their students involved in the community through YMCA, flag football, soccer, etc.

Areas of improvement:
More Native American teachers and administrators. Closer working relationship between teachers and dorm parents. Social issues need to be addressed. There is a need to expand and be able to accept more kids. I can't think of any needs kids don't have. School is excellent.

The **Instructional Leadership Survey** produced the following strengths and areas in need of improvement.

Strengths:
Support and closeness of staff to one another, the open door policy with the Principal, the staff development and inservice, high expectations of the staff, the availability of needed supplies, and the existence of a good curriculum.

Areas of improvement.
Staff consistency, both dorm and school. Less paperwork; less working with lesson plans. More space. Students need to take more responsibility for their actions. More involvement with students after hours. Summer school. Shorter day for students. Better enforcement of policies with students.

The **Student Survey** produced the following strengths and areas in need of improvement.

Strengths:
Teachers are nice; they take time to listen to you. Switching classes. (Sewing, shop, science, math, art and reading were the top six classes. The reason for popularity of these classes is because of the hands-on activities. The gifted and talented class also received rave reviews.) Harder work. The kids are nice. Playground equipment. Lunch because they have good food. The school; it is two stories high.

Areas of improvement:
Shorter class day. Having to go to school over at the dorm (e.g., music, counseling). It gets cold in the winter months. Another science class. Have the kids help keep the school and bathrooms clean. A typing class; more computer classes; more advanced classes. Field trips. Repaint the brown in the halls and allow students to smoke. More activities such as football.

The **Dormitory** strengths and needs identified were as follows.

Strengths: Dormitory
Recreation activities. Some of the staff. Dorm parents wash our clothes; I like clean clothes. Resource room. Allowance. Good off-campus activities. I like my room. I like to eat three times a day, breakfast, dinner, and supper.

Areas of improvement:
Stay up later, more activities on weekends. Having to go in a line to supper. The fence around the dorm. Staff yelling at you, makes you go AWOL. More allowances. More freedom such as taking walks or riding bikes down to 7-11 or Sooper Dooper. No school on Wednesdays, Crow Creek doesn't have school on Wednesdays. Play down in the woods. Horses.

It should be noted that many of the student comments were not paraphrased because the essence of their perceived strengths and concerns were more readily captured in their own words.

Summary of Other School Evaluations, Studies, Reviews

The Monitoring and Evaluation Team reviewed a comprehensive report titled, A Review of Existing Programs and Practices of the Pierre Indian Learning Center Based on Broad Definitions of Effective School Correlates, conducted in 1988 by Roger Bordeaux, Richard Bordeaux, Tom Allen, Rick Albers, and Anthony Fresquez. Many of the recommendations included in this very thorough report have been addressed in the five years since its completion. However, one recommendation which has not been resolved was reiterated by the current Monitoring and Evaluation Team:

> The 3 major components (academics, counseling, and residential) need to communicate with each other more often with intra and inter staff meetings. All staff involved with the student must be able to understand and work with the whole student not just one third of the student.

Current School Improvement Plan

A plan which focused on implementation of a Substance Abuse Prevention Program at PILC was developed by 19 staff members who attended a School Team Approach Workshop in August of 1990. Four objectives were developed. Each objective included detailed tasks needed to accomplish the objective, person(s) responsible for the task, and a date for completion of the task. Cumulative results of the plan (since its inception) are described in a School Improvement Plan made available for review by the Monitoring and Evaluation Team. The results of comprehensive planning for improvement of problem areas appeared to be effective.

Chapter I and ISEP Monitoring Findings

Mr. William Bell and Mr. Glenn Allison from OIEP, Central Office were on-site during the Monitoring and Evaluation Team visit. The ISEP count was documented at 100%. Mr. Bell reported seven areas in which documentation was not available. His report is included as Attachment 4.

Facilities Management Review Findings

Mr. Tom Gerhart outlined the following strengths and weaknesses as a result of his review of facilities the week before the Monitoring and Evaluation Team visit. The full report is included as Attachment 5.

Strengths

1. The school facilities are well maintained and the grounds are neat and virtually litter free. Pride and care are exhibited throughout the campus.
2. All of the operational health and safety deficiencies cited on the most recent safety report have been mitigated. Only functional (Minor Improvement and Repair, MI&R) funded items remain unmitigated. The school is active in promoting safety awareness and in involving the students and staff in its safety programs.
3. School administrators and staff have demonstrated a willingness to correct health and safety deficiencies and are eager to learn their responsibilities.
4. The school maintains good records on their O&M budget, as derived from the funding formula, versus actual expenditures.

Weaknesses

1. Several egress door closures were missing, compromising the integrity of the main exit. Reinstall the door closures or replace the door closures with fire rated self closing door hinges.
2. Facilities management needs to establish preventive maintenance schedules and track work accomplishment on a scheduled basis.

III. Analysis of Findings

PILC is a stable, safe, and supportive school for the 183 special needs children that it serves. Processes are in place for continual school improvement from curriculum development, to staff development that helps the professional as well as paraprofessional staff to better serve students. The staff turnover rate is very low and the principal has been at the school for four years. The school board allows the administration to carry out policies they have set without fear of micro-management. The school belongs to the 15 tribes who contracted to operate it.

The administration and staff are willing to explore more effective and culturally appropriate methods or approaches that are well-grounded in research. An essential component in this exploratory process is the assessment of teaching style strengths or preferences and willingness to adapt or adopt secondary styles, if necessary, to meet the learning style needs of the students. For example, even though a majority of the staff agree with the philosophy of the whole language approach, there is still some reluctance to implement the approach on more than an episodic basis. Perhaps the formulation of support or study groups among faculty members would help develop the confidence needed to try something new. Teachers should not be afraid of trial and error in this case. The achievement results suggest that while there is progress, much more needs to be done and more of the same is probably not the answer. Blaming the victim or "fixing" the student has not worked in the past. Teachers and other staff must realize that the process of teaching and learning is similar to an equation and students and their families represent only one-half of that equation; the school is the other half. Therefore, school staff must examine ways in which they can be more flexible in order to maintain the philosophy and ethics they essentially promised to uphold when they decided to become involved in education. Accepting the whole child, recognizing strengths, and building upon strengths are basic tenets that must be adhered to. Above all, commitment and caring must be pervasive qualities communicated to the students in this special, unique school.

The growth in achievement as measured by the SAT is slow, but steady overall. When teacher-made pre and post exams and other tests of competence are considered, growth seems to more apparent especially in the early grades. Research suggests that gains in grades five through seven are not as great and this pattern seems to exist at PILC. The gains that students make are often interrupted by circumstances beyond the control of both students and staff. What is important to remember is that the students think that the school is there for them, the parents concur, and the staff and administration are continually working toward making it a better place.

IV. Effective Schools Criteria

A. Clear School Mission

Strengths:

1. The philosophy, mission statement, and goals have recently been revised and approved by the board of education.
2. Staff members have access to a curriculum guide and an employee handbook which has a copy of the school philosophy, mission statement, and goals.

3. The current mission statement, "We live in respect of ourselves, others and the environment." is displayed and serves as a motto for the whole campus.

Recommendations:

1. The mission statement should reflect both academic and social needs as well as the needs of the community and tribes.
2. The vision statement should clearly communicate a vision the board of education and school personnel has for its students and it should be prominently and frequently displayed.

B. Monitoring of Student Progress

Strengths:

1. A comprehensive needs assessment was completed in 1989 with follow up in 1993. Parent/community, staff, and student surveys have been completed.
2. A school improvement plan is in place and serves as a guide for implementation.

Recommendations:

1. Tracking of students who transfer and graduate is essential, therefore a system to monitor students who complete grade eight or leave before completion needs to be in place.
2. Assessment of native language use is lacking; forms for Intense Bilingual could be improved to get more information.
3. Due to distance involved, parent/teacher conferencing will always present a challenge; the school must continually seek creative ways to improve communication and feedback about student progress.

C. Curriculum and Instruction

Strengths:

1. A written curriculum developed with input from school board members and staff members is in place and implemented as written.
2. Curriculum revision is viewed as a positive means to improvement in instruction.
3. Incorporating all aspects of the cultures from which students come is viewed as an important comprehensive curriculum consideration.

Recommendations:

1. The effects of staff training in whole language and other approaches which have a strong research base need to be more evident in classroom instruction.
2. Flexible grouping and cooperative learning strategies should be used to further extend the teachers' time and talents.
3. Teachers and aides should become aware of teaching styles and learning styles through formal and informal assessments. This information should be used to guide unit development and lesson planning.
4. Reliance on textbooks and worksheets for student demonstration of knowledge needs to be seriously evaluated. Students must be encouraged to write more based on their own experiences as well as about what they are learning from textbooks and literature-based lessons.

D. Opportunity to Learn/Time on Task

Strengths:

1. The library has undergone major renovation and is a very pleasant, comfortable place for students.
2. The staffing pattern is designed to meet the assessed needs of students.

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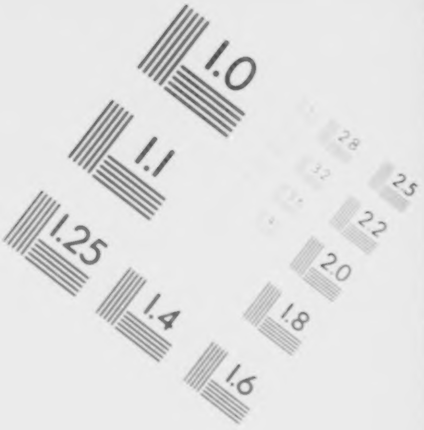

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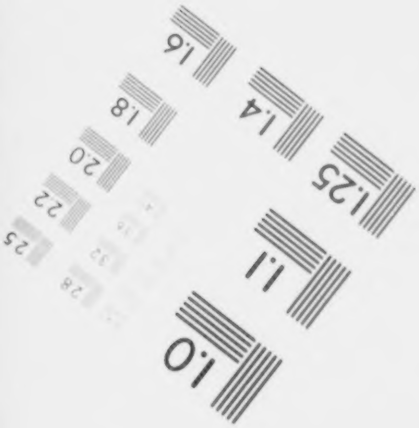

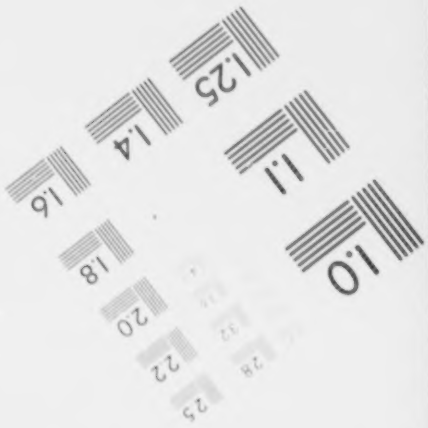

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3. The administration and school board is supportive of the continued professional development of academic and residential staff in order to improve the learning opportunities for PILC students.

Recommendations:

1. The school should take advantage of every opportunity to acquire new print and non-print materials for the library.
2. Even though the school seems to embrace the whole language or holistic/thematic approach to teaching in the content areas, there should be a plan for textbook review and replacement in order to keep current information available for student and teacher reference.
3. Every opportunity that lends itself to connecting the academic world to the real world should be sought out including building partnerships with higher education and business.

E. High Expectations

Strengths:

1. The school conducted a needs assessment in which six needs were determined to an important part of the academic and residential programs. The needs assessment process included the staff and members of the board of education.
2. Most teachers are implementing teaching strategies which enhance student motivation. This is particularly true in areas where students are instructed with things they can relate to.
3. Teachers do have school mission statement and goals posted in their classrooms. This indicates that it is their expectation to have students meet these goals.

Recommendations:

1. More interaction between dorm/residential counselors and staff and the academic staff is essential in order to accomplish expected goals.
2. The integration of cultural elements should be clearly written into the lesson plans to help ensure that a strong cultural base is provided for academic learning

F. Safe and Supportive Environment

Strengths:

1. The student handbook which clearly spells out expected student conduct and consequences is a strength. The classrooms display rules/policies, rights and responsibilities that guide behavior.
2. The physical appearance of the school campus is commendable.
3. The school is a safe and supportive environment for PILC students.

Recommendations:

1. School will benefit from exploring professional assistance in dealing with the gang problem. Constructive counseling or therapy needs to be initiated for those who have been or are involved in gang activities.

G. Home/School/Community Relations

Strengths:

1. School philosophy and mission statement are positive in respect to students and parents.
2. The school distributes an excellent newsletter on a monthly basis to students, staff, parents, and tribes.
3. The school board pays close attention to school business and also serves as members of the school curriculum committee.

Recommendations:

1. Involve the school in a community service program, e.g., Adopt A Highway.

2. Collaborate with the business community to provide work internships for selected eighth graders.
3. Provide new employees with educational information on Dakota/Lakota, Chippewa, Omaha history, culture, and basic language; provide inservice in this area to all staff.
4. More time needs to be dedicated to parent/teacher conferences. Current system does not all adequate discussion of student performance with dorm parents.

H. Instructional Leadership

Strengths:

1. Several staff reported that the Principal is visible on campus. He stops in on classes on a weekly basis and sometimes more.
2. Staff have inservice training and staff development opportunities.
3. The Principal provides for staff input into decisions, e.g., curriculum development.
4. School campus is well-maintained. Buildings are clean with no signs of graffiti. The gym has a beautiful mural painted on a renovated wall.

Recommendations:

1. Encourage more inter-departmental communication, coordination, cooperation in working with students. The commitment is there on the part of many staff to do so.

I. Participatory Management

Strengths:

1. There is a positive relationship between the school staff and school administration, and school board.

Recommendations:

1. Return to previous years plan of conducting all staff, staff meetings.
2. The superintendent/principal should conduct periodic staff meetings with residential staff to continually assess their needs and desires.
3. Consider the creation of employee "teams," i.e., some teachers and some residential staff for problem solving and policy revision as needed.
4. Consider the creation of a student store to sell student art and craft projects.

J. Cultural Relevance

Strengths:

1. The school gym has a beautiful painting of an Indian scene along one wall.
2. School conducted a needs assessment in which recommendations were documented to include cultural activities. Indian staff teach culture classes and periodically conduct sweats.
3. School has several staff members who are well versed in Indian cultures of students and are very supportive of increasing cultural enrichment on campus.

Recommendations:

1. School will benefit from recruiting more Indian individuals to further enrich cultural activities on campus. Recruitment for Indian staff should be nationwide.
2. The school should consider providing housing for Indian staff on campus.
3. Traditional counselors will enhance and increase cultural awareness in dealing with troubled students.

4. Integration of culture into the curriculum should be encouraged and supported.

K. Administration

Strengths:

1. The administrative staff is knowledgeable of grant policies and procedures in regard to budget, finance, procurement, and personnel.
2. All of the responsibilities typical of administration are carried out in a professional manner that is respectful and supportive of the school board, staff, and students.
3. School board members have a significant role in the decision-making process.
4. The school budget is clearly delineated and well managed.

Recommendations:

1. A data management system capable of tracking students who complete grade eight or leave before completing should be explored.

L. Residential

Strengths:

1. Staff are committed to the well-being of the children.
2. Facilities are clean, inviting, and well-maintained.
3. Recreational activities are many and varied. Recreation rooms and facilities are excellent.
4. Cafeteria serves excellent meals in abundant amounts.
5. Resource room is available in the big boys/big girls dorms and is staffed in the evenings.
6. Counselors and recreation staff work hard to meet the many and varied needs of students.

Recommendations:

1. Communication, coordination, and cooperation must be created and maintained between residential personnel (counselors and dorm parents) and the academic staff (academic counselors and teachers).
2. Substitutes List should be expanded for greater access and flexibility, i.e., to give dorm parents and night attendants one weekend off per month.
3. Additional dorm parents are needed for the little boys wing especially at peak times.
4. Dorm parents and night attendants need more inservice training in managing kids with serious behavioral problems.
5. Time allowed for teacher conferences in inadequate.
6. Dorm facilities need more Indian pictures, posters, art work, and other visual displays of Indian people and culture.
7. Resource room should add more Indian books and Indian newspapers that do not have to be shared with the library.
8. Consider the return to using four wing supervisors instead of two as in now the case.
9. Encourage teachers to visit dorms and spend several hours per month interacting with dorm parents, counselors, and students in their "home" setting.
10. Allow dorm parents and wing residents to cook an occasional meal in the dorm kitchen.
11. Allow/encourage dorm parents to come to campus before their shift to interact with teachers and academic counselors.
12. Have "all staff" (residential and academic) meetings.

V. Summary of School Strengths and Recommendations

Strengths:

1. There is a positive school climate as demonstrated in the facilities, grounds, and attitude of the people who work there.
2. There are positive relationships between and among the board, administration, staff, students, parents/communities.
3. Leadership of the academic and residential programs is strong and committed to excellence.
4. There is a stable professional, caring academic staff.
5. Attitudes of the staff reflect continued efforts toward improvement in developing curriculum and instruction that is culturally relevant.
6. There is a committed, caring residential staff and a well-balanced recreational program. .

Recommendations:

1. The three major components (academic, counseling, and residential) need to communicate, collaborate, and cooperate.
2. Curriculum and instruction needs to reflect cultural heritage of students in a comprehensive interdisciplinary way.
3. The relationships between/among teaching methodologies, curriculum, and class schedules need to be examined in order to implement effective schools characteristics such as cooperative learning, whole language, and thematic units.
4. Staff development on Indian history, culture, language, principles of sovereignty, and self-determination needs to implemented. Residential staff also need staff development on child psychology, human growth and development.
5. Study the allocation of time and human resources when there appears to be a ratio of 1.7 students to 1 adult staff person in the overall staffing and membership of PILC.
6. Examine the economic/business and community partnerships that can be developed between PILC and the cities of Pierre and Fort Pierre.

VI. Support/Resources Needed

1. OIEP should consider designating PILC a "special needs" school. Residential therapeutic settings such as PILC are costly, however, few alternatives exist for Indian children who are court ordered or homeless and have very special needs in terms of their spiritual, mental, physical, and emotional makeup.

2. Additional resources may be necessary in order to develop PILC into a model residential therapeutic school, but this is a concept whose time has come and it should be given serious consideration. An excellent foundation is in place to implement a pilot program. There is an excellent board of education, a stable administration and staff, well cared for facilities and grounds; a safe and supportive environment in every respect.

VII. Example of an Exemplary Program

PILC has the potential to become an exemplary residential school.

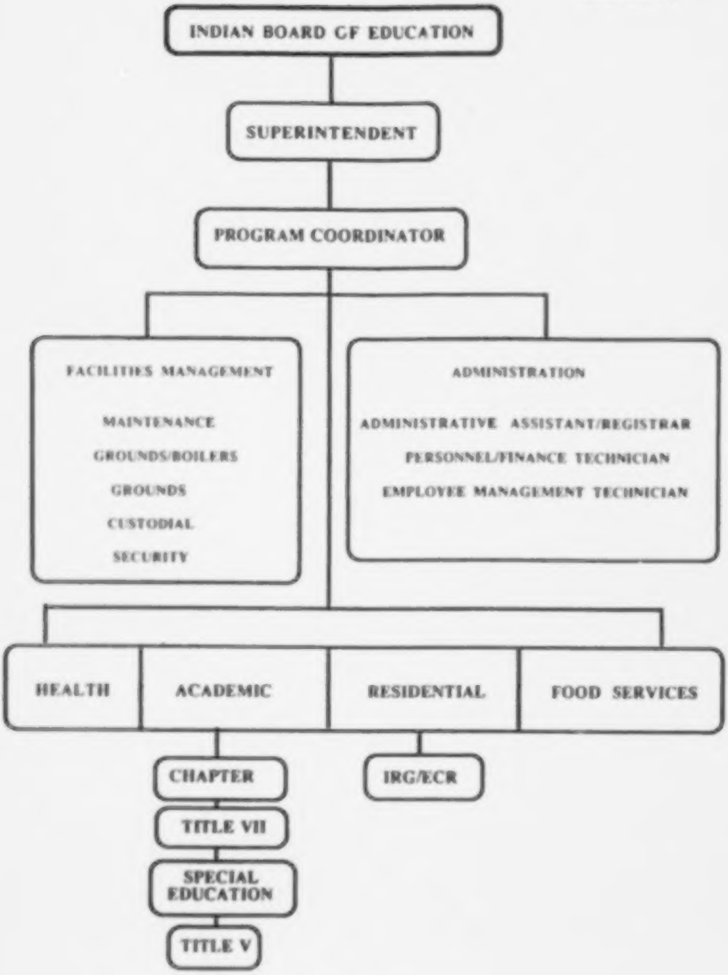
VIII. Attachments

1: PILC Staff
2: Organizational Chart
3: Survey Results
4: Chapter I Monitoring Report
5: Facilities Report

Attachment 1

Administration:	
Superintendent/Principal	1
Administrative Staff	4
Instructional Program:	
Secretary	1
Classroom Teachers	9
Disciplinarian	1
Classroom Aide	1
Guidance Counselor	1
Music Teacher/Librarian	1
Art Teacher	1 @ .5 FTE
Physical Education Teacher	1
Special Programs:	
Title V	
Academic Counselor	1
Residential Counselor	1
Domestic Violence Counselor	1
Secretary	1
Social Caseworker	1
Title VII	
Bilingual Teacher/Supervisor	1
Bilingual Aides	3
Chapter I	
Teachers	3
Aide	1
Tutors	2 @ .5 FTE
Special Education	
Technician	1
Teachers	4
Speech Therapist	1
Teacher Assistant	1
Aide for E.D.	1
Resource Room Aides	3
Woodshop Aide	1
Skills Instructor	1
E.C.R. Aides	1
Drug and Alcohol	
Caseworker	1
Recreation Specialist	1
Residential Program:	
Director	1
Administrative Assistant	1
Wing Supervisor	2
Dorm Parent	17
Night Attendants	5
Recreation Specialist	2
Laundress/Morning Attendant	1
Counselor	2
Health Services:	
Registered Nurse	1
Health Assistant	1
Health Assistant/Transportation	1
Food Services:	
Supervisor/Cook	1
Assistant Cook	1
Cook	1
Baker	1
Facilities Management:	
Supervisor/Maintenance Worker	1
Boilerman/Grounds	2 @ .75
Custodian	3
Security	2

Attachment 2



MISC FORMS/ORG CHART 7/82

PARENT/COMMUNITY CLIMATE SURVEY

Please check one: **School Board** 7 **Parent/Guardian** 12 **Other** 15

Direction: **Place an X in the box which best expresses your feelings about your school.**

		5 Most Always	4 Usually	3 Sometimes	2 Seldom	1 Very Seldom	
1	Students at this school are enthusiastic about learning	13	14	5			4.3
2	The school places enough emphasis upon Native American language and culture	15	17	1			4.4
3	The principal is a good leader	23	11		1		4.6
4	The school board sets policy in collaboration with students, staff and parents	16	14	2		1	4.3
5	The school sponsors adequate extracurricular programs	23	11	1			4.8
6	The staff really care about the students	26	7	2			4.7
7	The school is a good place to be. I feel welcome at the school	28	4	3			4.0
8	Parents are considered as important resources for the school	16	13	2			4.3
9	Buildings and grounds are clean, attractive and safe	27	9				4.9
10	Staff treat other staff, students, and parents respectfully	20	12	2			4.5
11	Conflicts are worked out in a constructive manner	14	16	3			4.3
12	The school adequately informs the community on school issues, student achievement and other matters	19	12	5			4.4
13	Parents, staff and others work with school officials to plan and share ideas regularly	12	15	5	1		4.2
14	The counseling program meets the needs of students	15	13	3			4.4
15	The school provides an adequate amount of training, workshops or other learning opportunities for parents	10	12	6	1	2	3.9
16	Students of the school have a good self-concept	9	18	7			4.1
17	The school board makes decisions in the best interest of student learning	21	11	1			4.6
18	The school prepares students to succeed at the next educational level	21	11	1			4.5

Please list 3 school strengths, 3 needs and any other comments on the back of this survey.

INSTRUCTIONAL LEADERSHIP COMPOSITE RATINGS

School: Pierre Indian Learning Center

Use a composite ratings form for each group. Indicate the total # of individuals responding to the survey: 33

Indicate the # of individuals by position responding to the survey:

22 Teacher 9 Teacher Aide 1 Administrator 11 Other

ITEM #	SURVEY STATEMENT	OVERALL AVERAGE RATING
1.	The principal makes adequate formal classroom observations.	4.4
2.	The principal provides all teachers with an adequate orientation at the beginning of each school term.	4.6
3.	The principal consults with staff regularly in staff meetings.	4.8
4.	The principal is adequately visible throughout the school.	4.5
5.	The principal effectively communicates with students, parents, and other community members.	4.1
6.	The principal actively promotes and encourages innovation.	4.3
7.	The principal has high expectations of students and staff.	4.6
8.	The principal actively promotes staff development.	4.0
9.	Educational issues are the primary focus of staff meetings.	4.1
10.	The principal actively tries to secure resources to enhance the overall educational program.	4.4
11.	Test results and other data are used to evaluate the educational program of the school.	4.5
12.	Teacher evaluation processes and criteria are appropriate in measuring teacher performance.	4.4
13.	The principal actively encourages the appropriate involvement of staff and students in reaching decisions that affect them.	4.0
14.	Adequate methods of informing parents and students of the progress and needs of students are utilized.	4.3
15.	The principal understands the various approaches to instruction and promotes effective methodologies.	4.2
16.	An open line of communication with the principal is available for students and staff.	4.0
17.	The overall climate of the school is positive.	3.9
18.	The principal consistently and fairly administers the policies and procedures of the school.	4.0
19.	The principal is concerned about the cleanliness, appearance and safety of the school building and campus.	4.8

STUDENT SURVEY COMPOSITE RATINGS

School: Pierre Indian Learning Center

Indicate the total # of students who responded to the survey: 93

Indicate the # of students by grade who responded to the survey. Use a composite ratings form for each grade or group (i.e., 4th–6th grade students, 7th–9th grade students, and 10th–12th grade students):

Grade 4 Student ____	Grade 7 Student 28	Grade 10 Student ____
Grade 5 Student ____	Grade 8 Student 37	Grade 11 Student ____
Grade 6 Student 28	Grade 9 Student ____	Grade 12 Student ____

ITEM #	STUDENT SURVEY STATEMENT	OVERALL AVERAGE RATING
1.	The principal is fair in dealing with student discipline.	3.49
2.	Most teachers really care about the students that attend the school.	4.16
3.	Most teachers are enthusiastic and interesting in the way that they teach.	3.51
4.	Most teachers are fair in evaluating (grading) student classroom work and homework.	3.93
5.	I feel safe at this school.	3.41
6.	Most students at this school are interested in learning.	3.48
7.	The school provides an adequate amount of learning opportunities in Native language and culture.	3.87
8.	Parent support of and participation in the school and school activities is good.	3.29
9.	Students are recognized for good behavior, attendance and other accomplishments.	3.65
10.	We have good teachers at this school.	4.13
11.	Most teachers at this school are willing to do extra to help students.	4.27
12.	Students are involved in making decisions which affect them at this school.	3.65
13.	The school provides adequate extra-curricular activities.	3.57
14.	The counseling program provides the services that students really need.	3.92
15.	The education program at the school is quality; this school is as good as or better than other schools.	3.4

Attachment 5

Karen Swisher
2139 West Emelita
Mesa, Arizona 85202

PIERRE INDIAN LEARNING CENTER:

INTRODUCTION:

During the week of October 18 through 22, 1993, the team of Tom Gerhart (FMCC TAT) and Wayne LaBelle (Aberdeen Area) conducted a site review at the Pierre Indian Learning Center (P.L. 100-297 Grant School) located in Pierre, South Dakota. The School is maintained by local non-Bureau staff who are employees of the Grant School. Grades served are 1-8 with approximately 183 students housed in two dormitories and various school buildings.

FINDINGS:

The Pierre Indian Learning Center facilities are housed in Bureau owned buildings, the earliest being constructed in 1892 (warehouse) and the latest in 1990 (cafeteria). Recently, the Bureau has finished a major Facilities Improvement and Repair (FI&R) renovation project at the school which has significantly improved the appearance and life safety code compliance of the school's structures.

The School Superintendent, Mr. Darrell Jeanotte, and the Program Coordinator, Ms. Shirly Gross, were interviewed concerning their impressions of the effectiveness of the Bureau's Facilities Management Program. They indicated that they were reasonably satisfied with the technical support that the Aberdeen Area Facilities Management staff were providing to the school and that they support the concept of the funding formula to equitably distribute operations and maintenance (O&M) funds. Concerning major equipment funds, they would like to see more funds made available to purchase lawn mowers, carpet cleaners, and utility trucks.

Both individuals expressed concern with the deterioration of the sewage lines in the two dormitories and they were interested in what actions need to be taken to secure adequate funds for the line replacement. They were advised that the FACCOM backlog of building deficiencies needs to be updated to reflect the situation. Also, if the situation develops into an emergency (severe health problem), the school may elect to effect immediate repairs and apply for emergency reimbursement funds once the repairs are completed.

STRENGTHS:

1. The school facilities are well maintained and the grounds are neat and virtually litter free. Pride and care are exhibited throughout the campus.

2. All of the operational health and safety deficiencies cited on the most recent safety report have been mitigated. Only functional (Minor Improvement and Repair, MI&R) funded items remain unmitigated. The school is active in promoting safety awareness and in involving the students and staff in its safety programs.

3. School administrators and staff have demonstrated a willingness to correct health and safety deficiencies and are eager to learn their responsibilities.

4. The school maintains good records on their O&M budget, as derived from the funding formula, versus actual expenditures.

WEAKNESSES:

1. Several egress door closures were missing, compromising the integrity of the main exit. Reinstall the door closures or replace the door closures with fire rated self closing door hinges.

2. Facilities management needs to establish preventive maintenance schedules and track work accomplishment on a scheduled basis.

FACCOM BUILDING INVENTORY AND GENERAL OPERATIONS:

The FACCOM Building Inventory and FACCOM building details were spot checked for accuracy. Items that need correction or updates are:

1. Building #3 listed as quarters is now used for instructional purposes. The school, in conjunction with the Aberdeen Area Office, should initiate the Bureau's approval process to convert, in the FACCOM system, this building from government quarters to an elementary school building.

2. Buildings numbers 5, 34, 35, 41, and 56 have been demolished. The Aberdeen Area needs to update the FACCOM system to reflect this action.

3. Building #57, currently listed as a cafeteria, should be changed in the FACCOM system to a multi-purpose building.

Shirly Gross brought up the issue of a recently constructed storage building designed to replace the demolished storage buildings (numbers 34, 35, and 41). The school needs to initiate the appropriate Bureau approval process to get the new storage building into the FACCOM inventory.

The annual O&M budget is considered adequate by the staff, with little margin left for unanticipated expenses.

OTHER ISSUES:

1. Friable asbestos was observed in building #3 (Home Economics) and it should be encapsulated immediately. This building was constructed as government quarters and it does not meet the life safety codes for student occupancy.

2. Several FACCOM condition codes for incandescent lights in the FACCOM building detail are incorrectly encoded as inactive systems (9/4, repair/replacement not reeded). These are active systems which require maintainence and their condition codes should be more appropriately encoded as 5/3(functional, beyond two year budget cycle).

Tom Gerhart

Tom Gerhart

United States Department of the Interior
BUREAU OF INDIAN AFFAIRS
FLANDREAU INDIAN SCHOOL
FLANDREAU, SOUTH DAKOTA 57028

IN REPLY REFER TO

June 6, 1994

United States Senate
Committee on Indian Affairs
Washington, D.C. 20510-6450

Dear Chairman and Members of the Committee:

I am Jack Belkham, Superintendent at the Flandreau Indian School. It is a pleasure for me to appear before you to tell you about Flandreau Indian School and suggest ways the committee may assist.

Flandreau Indian School is an Off-Reservation Boarding School for grades 9-12 with up to 600 students. We are accredited by the State of South Dakota and by the North Central Association of Colleges and Schools.

Our student body population has changed over the recent years in that we now have more students who have a social reason for attending. As our student body has changed we need greater flexibility to change to meet the needs of these young people. We feel our funding needs to be increased so that we may be able to add more professionals to the home living staff. In this same area, the 561 salary scale overall needs to be revised upward to help us attract and retain quality people.

At this time, we have several supervisors who have employees that are on the Department of Defense pay scale, making considerably higher salaries than the supervisor.

The Off-Reservation Boarding Schools should be funded by programs. This would enable better planning and continuity of programs. We feel that the ISEP head count puts some of our potential students in the middle where demands are made on them to stay at home and attend school when, in fact, they meet the criteria to be at an Off-Reservation Boarding School.

We have and are changing our programs to meet the needs of our students. Because many of our students are behind when they come to Flandreau Indian School, we try to set up our academic program without a lot of emphasis on classification so that the older student that is behind will not feel out of place. In the same area we try to get away from the traditional four years, setting a graduation plan for a student that they can be successful in. On the other hand, when there is an outstanding student and he wishes to complete in less then four years, we try to set up a graduation schedule for this student so that they may graduate early.

Flandreau Indian School currently has a number of successful programs operating. Programs such as: IRG (Intense Residential Guidance) Program, ECR (Exceptional Child Residential) Program, Gifted & Talented Program, Chapter I Program, Special Education Program, Title V Program, Drug and Alcohol Program, AlaNon, AlaTeen, and the Community of Caring Program.

However, the Academic Department would like to increase the teaching staff by four positions: One (1) Industrial Arts Teacher, One (1) Science Teacher, One (1) Math Teacher, One (1) Special Education Teacher, and Four (4) Education Aides. Also, would like additional funding for lab classes.

In the Home Living Department, we would like to add: Six (6) Professional Counselors, Four (4) Tutors with degrees, Six (6) Home Living Assistants, and Two (2) Registered Nurses.

We would like for the P.L. 95-561 current employee pay scale to be increased across the board by 20%.

FLANDREAU INDIAN SCHOOL
FLANDREAU, SOUTH DAKOTA

"Statements of Purpose"

The Flandreau Indian School is dedicated to the education of Indian youth through the provision of educational experiences appropriate to their individual needs and through the provision of professionally competent personnel. An environment is provided where warm exceptance of the individual as a person of worth is foremost. In this context, provisions are made for academic achievement as a goal, human development as a way of life, and development of social skills as an experience for each student.

This boarding school as an educational institution is provided by our society as a means of propagating the fundamental concept of American Democracy and preparing Indian youth for successful participation in society. By the very nature of our belief in the worth and dignity of man, we in this comprehensive secondary school bear the responsibility for promoting maximum growth and development of the individual.

The Flandreau Indian School provides activities which will enable the student to experience growth and adjustment in relation to his social, educational, vocational, and personal responsibilities. The type of activities provided by the school are based on an understanding of the wide range of student needs and on the educational value and feasibility of such activities.

The Flandreau Indian School attempts to offer equal educational opportunities for all students enrolled by providing a varied curriculum for students with diverse backgrounds, interests, abilities, educational and vocational aspirations. Frequently special curriculum provisions and special student placements are made.

The staff promotes wholesome student inter-relationships and presents subject matter to the student in such a manner that the desire to learn will be stimulated. The staff is constantly alert to insure that our program provides for an understanding of the student and assists the student to grow in the ability to function and learn independently.

"Statements of Objectives"

1. To promote student development of skills in the fundamental areas of academic learning and to furnish a general education in these areas through certain required courses.

2. To promote health education and physical development of the student through various course offerings and through co-curricular activities.

3. To help the student gain a realistic assessment of himself for educational and vocational planning through cooperative student-teacher-counselor evaluations.

4. To maximize student growth by providing advanced study beyond the minimum basic courses.

5. To enable students to explore various areas of interest to participate in activities related to future educational and vocational opportunities.

6. To stimulate the educational, social, emotional, and vocational maturation of students through the provision of appropriate co-curricular activities.

"Educational Goals"

1. To develop an awareness of the career and occupational world, and to prepare for the future.

2. To prepare students academically and vocationally and socially to assume a productive place in the home and communities.

3. To enhance and develop a positive self image and a sense of self worth.

4. To develop an attitude of tolerance and understanding of others.

5. To develop pride and responsibility in the school, city, state, and nation.

6. Acquire a sense of responsibility and respect of authority.

7. To reinforce students pride and self esteem in their Native American heritage and culture.

8. To develop a desire for continuous learning.

9. To develop skills for communicating ideas and feelings through the ability to read, write, speak and listen.

10. To develop the ability to set realistic goals for oneself and the ability to pursue and achieve the goal.

11. To promote personal hygiene and home living skills.

12. To identify educational needs and potential early and provide assistance in class planning.

13. To provide students the opportunity to become familiar with the technology of the times.

14. To provide a variety of academic programs.

15. In the hopes of retaining more students, make available a variety of academic related activities.

16. Encourage students to accept responsibilities for their actions:
    - Damage
    - Make up work

Sincerely,

Jack A. Belkham, Superintendent
Flandreau Indian School

United States Department of the Interior
BUREAU OF INDIAN AFFAIRS
FLANDREAU INDIAN SCHOOL
FLANDREAU, SOUTH DAKOTA 57028

IN REPLY REFER TO

June 16, 1994

The Honorable Daniel K. Inouye
Chairman, Committee on Indian Affairs
United States Senate
Washington, DC 20510-6450

Dear Chairman & Committee Members:

The proposed two student counts would be devastating for the Off-Reservation Boarding Schools. As requested in other testimony, Off-Reservation Boarding Schools should be funded by programs so that they can have consistency and continuity of academic and home living programs. With the implementation of the therapeutic model, it will greatly enhance the Off-Reservation Boarding School's programs so they may better meet the students needs. However, because of the reasons the students attend sometimes change, and the students return home, there may still be a relatively high rate of turn over in the boarding schools.

Flandreau Indian School has between forty and fifty percent turn over in the student body. The actual drop out rate falls between eighteen and twenty-two percent. Many of these transfer students probably would have been drop outs if it had not been for the Off-Reservation Boarding School to meet their needs during the time they were enrolled at the boarding school.

Sincerely,

Jack A. Belkham

Jack A. Belkham, Superintendent
Flandreau Indian School

Flandreau Indian School Board
Flandreau Indian School
Flandreau, South Dakota
57028

June 15, 1994

Honorable Daniel K. Inouye, Chairman
Committee on Indian Affairs
United States Senate
Washington, DC 20510-6450

Dear Chairman and Committee Members:

Find attached the testimony from the Flandreau Indian School Board given at the hearing on June 10, 1994.

Sincerely,

Cynthia C. Kipp

Cynthia Kipp, President
Flandreau Indian School Board

The Flandreau Indian School presently serves Native American high school students from 26 different states in America. It also represents 57 American Indian tribes across the nation. The Flandreau Indian School provides a quality education for each student and provides the opportunity to enter college, Vo-Tech schools, military and/or into the job market. They in turn can become productive self-supporting citizens.

If the Appropriations Committee wish to help in improving the present Indian Boarding School systems, they should consider changing the ISEP funding formula to increase present funding. Or, to appropriate across-the-table specific funding amounts per each B.I.A. operated boarding school according to education, administrative, and residential needs.

The Appropriations Committee is proposing to initiate a new "two-count" student enrollment count. This will grossly effect the present ISEP funding amounts that are allocated each year per Indian Boarding School. The proposed "two-count" system will adversely effect the present funding system that is now in place. The effect will be devasting, each annual funding amounts will ultimately diminish year after year and the Native American youth will suffer the blunt. The Native American Indian Rights to an education may be taken away and more Indian youths will fall through the cracks of society into the life of crime, violence, drugs and alcohol, and the unemployed.

The "two count" system will definately effect the quality of education presently in place. With less funding the up-to-date books of learning will be placed on hold, the proper classroom furnishing will create disruptions and inadequate classroom space. The serious consequence will mean that professional staff, administrators, and residential staff will be RIF'ed or forced to retire. The present staffing situation in all Indian Boarding Schools are already short-staffed, in fact, need more funding to employ Mental Health Professionals to address existing mental health and behavior problems.

It is important to understand that the Flandreau Indian School is receiving students who are referred not only by education workers, but also by social services personnel, court services personnel, and Federal and State Probation authorities. It would not be out of line to say the FIS is being utilized as a crisis group living residential program. As this special roll of the Off-Reservation Boarding School is more fully understood it is obviously very important to provide for the students in every way possible that they may continue their academic and social progress. As situations change and improve at their home area it would be a responsibility on the school to help the student make the transition back to their family, tribe and home school situation. Once this concept is clear we can understand why some of the students stay with the school for a shorter duration such as a quarter or a semester. These are the young people who are highly mobile and have but a short term or crisis need for the residential program. There is perhaps a 25% core group of young people who for whatever reasons, will need the boarding school placement for the full four year academic program.

The students who are vitally in need of the full four year program are those who come in under the Social Criteria. It is important to note that whatever the crisis is that brings the student to the Off-Reservation Boarding School, there is no shame or social stigma with the parent/guardian telling their friends and extended family that their youngster is away at school. One of the least understood concepts is that the Flandreau Indian School helps to maintain family ties and custody. In some cases we help to prevent a permanent custodial separation by the courts. So that as the family home situation stabilizes the young person involved can be returned to their permanent environment and local system. This is especially true with regard to students that are in the Solo Parent Program. Every attempt and effort is made to meet the diverse and individual needs and expectations of every student who attends the Flandreau Indian School. These needs being both academic and social. The diversity of need and individual program is a challenge for the school to attempt to meet every day.

We must remember how important it is to all of the tribes served by the school that this educational and social opportunity remains available to the young people at this most difficult and formative time of their lives.

Testimony presented by
Joseph Abeyta, Superintendent
Santa Fe Indian School
Santa Fe, New Mexico

My name is Joseph Abeyta, and I am here on behalf of the Santa Fe Indian School and the 19 Pueblos of New Mexico. Our school is located in Santa Fe, the capital of New Mexico. Our enrollment is presently at capacity; we have 550 students that reside on campus. These students come to us primarily from the New Mexico Pueblo communities that include Taos in the northern part of the state and Zuni, in the extreme south central part of the state; the Mescalero Apaches in the southeast; the Navajos from the reservation in parts of Arizona, Utah and, of course, New Mexico; the Hopis from north central Arizona; and a growing number of youngsters from Oklahoma and other tribes. It is readily apparent that the enrollment at Santa Fe Indian School consists of a diverse group of Indian young people speaking a variety of languages and dialects that come to us from different parts of the country.

I have brought three students with me from SFIS who are members of this year's graduating class. Their names are Melissa Chavez from San Juan Pueblo; Jonathan Teba from Santa Clara Pueblo and Matt Abeita from Isleta Pueblo. Melissa and Matt plan to attend the University of New Mexico where they will major in law, and Jonathan will go to New Mexico State University to study business.

In my testimony, I will cover four critical points affecting off-reservation schooling for our Indian students:

1) The changing needs of off-reservation boarding schools;

2) The need for programs that meet high standards for those students that come to our school seeking a quality education.

3. The inadequacy of the current formula that funds all BIA-supported schools; and

4) The need for special funding for residential programs.

OFF RESERVATION SCHOOLING
A POTENTIAL STRENGTH IN INDIAN EDUCATION

A Position Paper

Presented By:
Joseph Abeyta, Superintendent

1.
IN THE BEGINNING...

There was the Indian Boarding School, as tragic a story as the other struggles endured by our Indian people as they were shadowed and taunted by the advancing white man in his quest for "manifest destiny." The price of westward expansion was the exploitation of priceless resources including a society of people who had long before come to live in balance with nature. As the non-Indian frontiersman, missionary and conquistador carved out his place on this continent, he took, most often with cruel abandon, the heart and soul of the indigenous people who fell in his path. And, as the indigenous people were suppressed, they were placed in the custodial care of the U.S. Department of War, wards of the Federal government. This policy of supervision was marked by many atrocities, not the least of which was the forced removal of children, often hundreds of miles from home, to be placed in stark institutional schools in which the implicit and explicit policy was to erase language and other elements of their culture, to "wash away the darkness of their skin," to force assimilation in which even the teachings of skills and knowledge that would allow those children to survive in the non-Indian world was an afterthought. There were, indeed, variations on this theme of cultural and identity termination. Other non-Indian institutions joined the governmental strategy to reshape the Indian child to conform with the desired definition of "acceptability." The cracking and yellowing pictures are all too revealing, a clustering of Indian kids dressed in "Sunday best" peering out with forced smiles, surrendering all that went before them: a richness of culture and the language of generations to be replaced by conformity to the values of the dominant society.

2. THE MODERN ERA...

The modern era did not see the boarding school disappear, but saw it increasingly become a dumping ground for children without consideration of, or attempt to identify, their needs. Another word for the boarding school could have been reformatory, without the presence of order, structure or control. For three decades starting in the sixties, a series of crippling factors - drug abuse, family disintegration, violence, suicide and other social ills - led to a deterioration of society as a whole. Those responsible for the education of Indian children particularly disregarded the fact that these children with unique needs, in a changing society, would require a new tooling of Indian education and new ways of allocating resources in response to those needs. The prevailing philosophy of boarding schools appears to have remained intact. Distance, separation, isolation, and assimilation remained the prevailing characteristics that described the tacit, if not overt, purpose of Bureau operated boarding schools. This was certainly the case in the dying years of the Albuquerque Indian School, especially in 1976 when the All Indian Pueblo Council began the process of contracting for the school under P. L. 93-638. When I agreed to be superintendent I was told, "You'd be better off contracting for the war in Vietnam." It was also true of the Santa Fe Indian School when the All Indian Pueblo Council took a great risk in contracting for both institutions and merging one with the other in 1979.

Even more significant has been a total disregard for the educational principles that have historically existed in our Indian communities and that are the basis for our survival as Indian people. Consider the fact that Indian people have survived the intrusion of other cultures over a period of hundreds of years. Observation logically confirms that there has always been a system of education present in our Indian community. The obvious question is why haven't contemporary schools and educators incorporated principles of Native American education into the dominant society's system of schooling; principles that value relationships and cooperation rather than individualism and competition, that encourage community contribution and helping others over self-promotion and self-interest, that treasure individuals equally rather than as differentiated and separated units. The answer apparently is that there is no respect for Indian people and the values that we have.

Until more consideration is given to the possibility of merging Native American principles of education with European based American education, success for our children in the American school system will continue to elude us.

3. THE ISSUES...

Defining the purpose of "Off Reservation Schools" is a fundamental issue in reevaluating the role of the Indian boarding school and Indian education. The legacy of the boarding school has been driven by a policy of removing Indian children from their homes, placing them in an institution, and subjecting them to a practice of conformity to the expectations and values of the non-Indian world. The present proposal of removing and isolating the Indian child and providing residential treatment is no solution.

Indian people are the key people in developing any solution. The answers are in us. We do not have to go so far away from our own communities, our own intelligence, our own insights and our own wisdom to find the solutions. I believe that if we work at it, the solutions, the answers are right here. Education in the hands of the people it serves is a basic, fundamental concept in America. Our principles, ideas and concepts need to be incorporated into the programs that educate our children. In an unprecedented way, Indian people have a phenomenal opportunity to draw these programs to ourselves, to define their purpose, to embrace these schools, and to design and make them a reflection of ourselves. The values and cultures of the child's home and community must be recognized and given value as a condition for success in the contemporary school. If Indian schools are to survive they must assert themselves with support from the community. They must make it clear that change from the outside is no longer acceptable, but rather an internal assessment of need and subsequent program must become the order of the day.

4. A BRIDGE...

The concept of residential or off-reservation schooling must be anchored in a foundation of community and educational goals that builds on the qualities offered by having a bridge between education and the student's Indian community. If ever there was a time when we need to draw on our history, our culture, the wisdom of our elders, it is now. If education is as critical as we say, we must begin now to build a new Indian education, an education where the initiative begins with tribal leadership and the community in leading roles. At the same time, the competitive and complex world with which each of us must interact requires an excellence in education by which our young people acquire the skills, knowledge and maturity to take full advantage of the opportunities that exist. If we believe in and are committed to creating an educational opportunity that blends together the positive qualities of our Indian community with the process of learning, we must support educational institutions that provide that environment. What happens now can be the beginning of a renaissance of Indian education with the off-reservation boarding schools becoming the focal point or we can continue to perpetuate a system that has alienated generations of students from their community and cultural roots.

The purpose of our "off-reservation school" is to reverse the outward direction of the traditional Indian boarding school, to bridge the gap between education as a process and the eternal qualities of our Indian way of life. Rather than drawing solely on the non-Indian world values of learning, we must unite our Indian values and the educational process as one. Rather than being separately governed by a board or entity that is far removed from our communities, we must strive to insure that our students, their families and our Indian communities share the ownership and provide the direction for our institutions.

We maintain that in adopting a concept of education that walks toward and with the community, rather than away, we have made a significant statement about Indian education. We postulate, that in this view, Indian education must be one with those qualities of our communities that have allowed us to survive for so many years. Rather than removing our students from their homes, we want to build a lasting relationship in which student, family, community and school are one. We want to create an educational continuum in which we are only one element. We want to offer the best programs we can and also enhance the awareness, sensitivity, and involvement of student with home and community.

5. REVERSING THE EDUCATIONAL PURPOSE...

Considering the philosophical base for Indian education and its origins 100 years ago, is it possible to learn from our mistakes and redesign a new concept that simply reverses the original or historical premises of education for Native children? The history of Indian boarding schools has been to remove the child from his or her community, and, through a process of acculturation, remove the Indianness of his or her past. This process did not change with the evolving role of a receptacle for the social problems reflective of a disjunctive society in the so-called "modern era" of Indian education. Our new agenda should be to recognize the value of Indian communities and to support their continued existence by moving toward the reservation rather than walking away from it. Serious consideration must be given to the role of parent, community, state and federal government representatives with all being recognized as equal contributors at the table where future education policy is decided. Success will require that non-Indian decision makers open themselves to the value of Indian thought and that Tribal officials share community-based solutions. Tribal communities have to embrace the school as theirs and give to it a breath of life symbolic of their commitment to its growth and development as an integral part of their system of life.

There is no Indian community today that is immune to destructive factors that waste away the existence of our people. Yet, in each of our Indian communities, we strive to retain and strengthen the social values and cultural foundations upon which have relied for so many years of our history. Our Indian ways have evolved a process of responding to destructive factors, a method of justice that is based upon our needs and experiences. Left to our own devices we have gained a level of maturity in meeting the hierarchy of needs of our people. These are the cultural underpinnings that are not found in books or shared outside of our traditional organizations. In the face of outside forces that could have destroyed our existence, we have preserved a way of life that has allowed us to build a foundation that others have been unable to dislodge.

6. UNIQUE NEEDS...

In the final analysis, the school as an institution has to be repsonsive to its constitutents, namely the children. Whether we want to engage ourselves in a debate or not, my opinion is that the budget is critical to the educational program, especially in an institution like ours which is totally dependent on one source - the federal government in the form of the Bureau of Indian Affairs. As I contemplate on and look at my experience in regard to Indian education, it is certainly true that you get what you pay for, a concept or principle that is exemplified by Indian education programs.

Our situtation may be overdramatized, but the system is such that funding is inconsistent and in no way parallels the increases in the cost of living in this country. The present system is totally inadequate for the operation of a successful school program. As a matter of fact, we must develop a tentative budget in March and April for the coming school year. However, we never receive a final allocation or even a substantial indication of revenues available until February or March of that next year. In fact, approximately 90 percent of the time the allocation falls dramatically short of the planning amount we were led to believe that we might receive.

FUNDING

While our Indian boarding schools face a terrific challenge in meeting the diverse needs of the students they serve, the funding to accomplish this has been insufficient and inconsistent. Off reservation boarding schools are funded through the same formula and at the same levels as other BIA-funded schools. Yet we have major expenses, such as security, recreation, admissions and increased student rights and responsibilities costs which reservation-based schools do not face. During the current school year, these four items alone have eaten into an already tight budget at SFIS to the tune of over $400,000, almost ten percent of our total funding. The off reservation boarding schools could become the crown jewels in the government's educational system, but only if they receive supplemental funding to meet their diverse needs rather than being forced to do more with fewer resources.

During the past ten year period, basic funding for all Indian schools has increased an average of only 2.8 percent while costs have gone up 13 percent more. The cumulative effects are that for the current year we have been underfunded by $633,133. Indian schools continue to be asked to do more and more with fewer resources.

In addition to the direct funding problems, the contract or grant schools have been severely shortchanged in their administrative overhead funding. Several years ago, P. L. 95-297 established a formula for indirect cost funding designed to determine, as accurately as possible, the actual need for each school based on size. For our school, the indirect cost rate, as determined by the formula is 14.65 percent. These funds are needed to cover the cost of all the services the government provides directly for BIA-operated schools such as personnel, accounting and procurement as well as auditing and insurance costs. The problem, however, has been that over the past three years, Santa Fe Indian School has been underfunded by $540,000 compared to the formula generated amount. This underfunding creates a tremendous hardship on grant and contract schools and discourages Tribes from exercising the self-determination option which the Bureau claims to support.

Adequate funding alone will not provide off reservation boarding schools with the ability to become quality educational institutions that truly meet the educational needs of our Indian children. However, sufficient funding will allow us to pursue several other initiatives that will facilitate the attainment of that goal.

SITE BASED RESEARCH AND PROGRAM DEVELOPMENT

We need support for research and investigation on-site to develop strategies that work with Indian students. It is important that we do more with the concept of an Indian school for Indian students with unique needs. These needs must be addressed through site-based research that results in the implementation of workable plans with appropriate standards for all students.

COMPETITIVE GRANT PROGRAMS

The Bureau should set aside funds for competitive grant programs that Indian educators can apply for and use to improve their schools. There is no incentive at the present time in Indian education to do better; in fact, those that do better usually get hurt in financial terms. The business concept of rewarding good work is acceptable in education everywhere except in the Bureau. BIA has a closed system, with financial rewards being passed to a select few regardless of achievement.

PROFESSIONAL CONFERENCES

Turn the results of on-site research and the competitive grant programs into professional conferences that allow all Indian schools to share the good things they do. This will give a degree of professionalism to Indian education. The BIA needs to be professional and provide opportunities for its schools and educators to share information.

United States Senate
Committee On Indian Affairs
Washington, D.C. 20510-6450

Mr. Chairman and Members of the Committee;

Allow me to introduce myself. I am Patrick Melendy an enrolled member of the Hupa Tribe of Northern California. I currently serve as the Vice President of the Bureau of Indian Affairs Council of Consolidated Locals of the National Federation of Federal Employees Portland Area and as President for the Oregon Federation of Federal Employees. During the regular school year I am employed as a home living assistant, working in the residential program for the Chemawa Indian School, located in Salem, Oregon. I worked in the schools dormitories briefly in 1972 and have returned to work in the dormitories since December 1985.

The purpose of my statement is to help this Committee assess the performance of boarding schools in accomplishing their missions. This hearing could not come at a more opportune time for the four remaining Off Reservation Boarding Schools. ORB Schools are at a crossroads of survival. This hearing could have significant impact on the future of these schools. I hope that the following comments and recommendations will influence this committee to support efforts directed at maintaining and improving ORB Schools to better serve this Nation's Indian youth.

The Mission of the Schools:

Standards for the basic education of Indian children in Bureau of Indian Affairs Schools require that schools adopt philosophy and goal statements. The schools are also required to have a written statement describing each school's particular mission. In recent years, ORB Schools have seen their missions change as student populations and needs have changed. For instance, the school that I work for once was operated as a regular four year high school, however student demands have altered the focus of the school's mission.

With a decline in revenue, a number of our educational programs have been reduced or terminated. Students who are four to five years behind academically, and who are subject to at-risk behaviors have placed demands on the school that can no longer be met by a traditional four year high school program. At least for the school that I work at, our mission is now directed at becoming an alternative school in order to meet the needs of at-risk students. This new mission resulted from many employee meetings, training sessions and workshops. The schools mission had to be narrowed to focus on a particular type of student needs.

It is clear to many people, that the programs and services required to meet the at-risk behaviors of students must become more specialized. They will cost more, demand more resources and require cooperative labor/management relations. ORB Schools are going through difficult transitions as they enroll an increasing number of students who are identified as at-risk, during a time when money for programs is limited. Budget constraints

and student needs are forcing all ORB Schools to redefine their mission and redesign their academic and residential programs. The Union's recommendation on the subject of school missions would be, that ORB Schools narrow their mission statements in order to focus on the most important educational and residential needs of the student.

Assessing The Performance of ORBS In Accomplishing Their Missions:

Assessing the performance of ORB Schools is an activity that is regularly carried out by the Office of Indian Education Programs. This assessment process is conducted via a monitoring and evaluation of each ORB School. The school where I work has had three such monitoring and evaluations during the last four years. Each of these monitoring and evaluations includes an assessment of strengths and recommendations. These monitoring and evaluation reviews are conducted by individuals who are respected education professionals. They provide good information regarding the performance of ORB Schools. The recommendations in these reviews describe remedial actions that can help to clarify a schools mission and provide direction in the redesigning of programs for students.

What happens with the recommendations made in the OIEP evaluations? How do ORB Schools show that they prepare and implement comprehensive plans to meet such recommendations? One recent monitoring and evaluation report stated "*Whether this review impacts changes or brings about improvements in existing process will remain to be seen. Given the history of past reviews conducted within the last five years, the tendency has been that there have been no gains, or recommended changes have been stuck within the bureaucratic process. If the problems which existed in 1980 are still one and the same as problems voiced in January 1994, any review conducted is merely an exercise in futility*". ***Does self-monitoring by OIEP work?*** *or should the process be revised to assure that findings and recommendations receive proper response.* **The Union recommends that all ORBS monitoring and evaluation findings be mandatorily followed-up by the evaluating team within 12 months after a monitoring and evaluation report has been released and that a report of findings be prepared.**

Other reports such as a review of the Indian School Equalization Program have been completed and submitted to OIEP. A report on the mental health needs of Indian youth in boarding schools and a labor-management retention study are among the important reviews and reports that have been prepared. A common thread of thought throughout the findings is that needs of Indian youth are such that adequate funding, programs, leadership and accountability are essential if this Nations Indian youth are to gain equal footing in American society.

Academic and Residential Programs:

Students who are at-risk and behind academically need a longer school day accompanied by specialized programs outside the traditional school hours. At least one ORB School has adopted a 21st Century Boarding School Program that includes a school based site council that has broad employee and student representation.

This site-based council is now in the process of developing an alternative education program that will integrate traditional academic services with non-traditional academic settings and work toward an outcome based educational model. Such a program provides a realistic approach for meeting the social and educational needs of at-risk students.

Indian education specialists have recognized the need to improve student services in residential programs. In years past residential programs and staff were expected to provide only the most basic of services such as student accountability, teaching a student about room care, personal hygiene or settling a minor dispute.

Today, the duties of a residential employee are complex and demand more education and skill development related to adolescents and how to respond to at-risk behaviors. The sixteen hours that dorm staff spend with students today demands that they are able to recognize, counsel, document, follow-up, report and refer at-risk behaviors. Incidents of drug use, alcohol abuse, fights, assaults, damage to property and student absenteeism are common occurrences in some ORB Schools.

Because adequate staffing, and programs are unavailable in academic and residential departments ORB Schools often lose a dramatic number of their total enrollment before the end of each school year. ***We must ask what happens annually to the hundreds of students who leave ORB Schools before the school year is completed? How will they impact the future of their tribes and tribal resources?***

In reference to a report on the mental health needs of students in ORB Schools, a psychologist for the BIA Portland Area states " that many of these students return to their home environments lacking any new skills to deal with their environment, that many students will end up with a marginal existence, many will continue inappropriate behavior until they become institutional patients or inmates in our jails and prisons". A sad commentary on the future of Indian youth, if we are unable to reform and revitalize programs within the Off Reservation Boarding Schools.

Residential programs for ORB Schools are woefully short of trained staff and resources. While residential staff are expected to be accountable for students sixteen hours every day, they are the least trained and lowest paid of all ORBS employees. Higher education and certification requirements must be set for new hires in residential programs.

All existing residential staff must have the opportunity to obtain education and certification in order to improve skills in working with at-risk students. Salary scales for residential staff must be set at a fair level so as to recruit and retain qualified individuals.

Residential staffing ratios are currently unacceptable. BIA standards allow a ratio of 1 staff to 50 students. An average ratio during peak enrollment can run as high as 1 staff to 40 students, occasionally reaching the 1 to 50 ratio. One ORB School staff has stated that her schools residential program has ratios as high as 1 to 80. If residential programs are to be effective, adequate staffing levels must be established and enforced. Comparisons with other therapeutic schools indicate that the staff to student ratios are significantly lower than what is found in ORB Schools. Without proper staffing even the best program on paper will be subject to failure. The following provides comparative residential staff to student ratios.

Riverside———————— 1 to 38
Sherman————————1 to 80
Chemawa———————— 1 to 40
Maclaren School For Boys—— 3 to 20
Green Hill School—————2 to 20
Job Corps———————2 to 25

The Union recommends that the side bar agreement under Article 40 Education Personnel System, of the Master Agreement be implemented immediately. The Union also recommends that standards for dormitory staff to student ratios be changed to a minimum of 2 dorm staff and 1 counseling tech for every 30 students.

The side bar would allow development of a sequential curriculum plan to upgrade the knowledge, skill and ability levels of BIA employees who work with at-risk students in the residential programs. The side bar would also provide dorm employees an opportunity to increase salaries in accordance with educational attainment. Improved staffing ratios would allow residential departments to effectively carry out the goals of IRG, therapeutic and other specialized programs.

The union believes that the 21st Century program approach will allow at-risk students to obtain the type of individualized, open enrollment education required to meet their needs. **The Union recommends the establishment of 21st century boarding school programs and site councils for each ORB School.** Site councils would provide the employee and student representation that is needed to allow them to participate in fulfilling a schools mission. The ORB School that is currently implementing a 21st Century program has based its development on the Oregon Educational Act for the 21st Century. This State program is also in line with Education 2000, the national effort aimed at improving this Nations educational standards and services.

Appropriation And Allocation Of Education Funds

The authorization and appropriation of funding by Congress for Indian education and the internal allocation of funds by the BIA are key to the future existence of ORB Schools. ***How much additional money will it take in order for ORB Schools to meet the new demands resulting from the growing at-risk student population? How can Congress assure that money appropriated for specific educational programs will be properly allocated? What is the best funding formula to assure that funding for schools are established by student needs and not student head counts?*** These financial questions must be answered if we expect to meet the educational needs of Indian students attending ORB Schools.

The Union recommends that the ISEF process be changed to program funding for ORB Schools and that adequate consideration be given to funding administrative costs factors. The ISEF formula requires schools to enroll as many students as possible to ensure that adequate funding will be available to cover school wide expenses. This process often results in staff to student ratios that limit classroom and program effectiveness. The ISEP Indian Schools Equalization Program receives insufficient funding as a result of the ISFF. (WSU) weighted student units used to determine funding levels do not meet the diverse needs presented by ORBS students. Administrative cost factors are taken directly from ISEP funds for ORB Schools, yet contract schools receive an additional amount of funding for administrative costs. An ISEP review conducted in 1991 supports claims the ISEP does not provide funding levels required to meet the basic costs of education and residential programs. Recent comparisons with schools that have at-risk students such as the Job Corps and Therapeutic schools indicates that the ORB Schools receive significantly less per student than other schools with similar student populations.

Cost Per Student:
Chemawa-----------------------$12,000.00
Job Corps ---------------------$21,000.00
Green Hill School -------------$27,000.00
Maclaren School For Boys-----$21,780.00

Labor-Management Relations:

Cooperative labor/management relations remains a key factor in order for ORB Schools to be effective in serving students. **The Union recommends that Congress amend the Federal Labor-Management Relations Statute to reflect Executive Order 12871.** The degree to which the executive order is embraced and implemented by both labor and management will be critical to the success of ORBS in meeting student needs. Cooperative labor-management relations become essential when school administrations are faced with reduced budgets and program resources. At-risk behaviors often demand program changes that in turn impact the methods and means by which employees perform work. Employees are often asked to accomplish more with fewer resources. Federal employees employed by ORBS must also face the possibility of losing federal status if ORBS become contract or grant schools. Should ORB Schools inter the process toward becoming contract or grant schools, the union and employees should be actively involved in that process. Empowerment of employees, providing them with a partnership when making needed changes in working conditions or school status will be beneficial to providing effective educational and residential programs.

The Necessity of Maintaining ORBS:

My experience has shown me that if a particular social problem exists in mainstream society, the problem is often greater within Indian communities. Alcoholism, suicide, unemployment, single parents, illiteracy, and early death are but a few areas where Indian people experience a significant increase of incident compared to society in general. The only real solution to the many social, economic and political problems that face Indian people is to provide adequate education services. During the 1990 census about 40% of the total Indian population was under 20 years of age. Almost 20% were under ten years of age. The trend of a very young and growing population has increased. In short, educations will remain an important factor in the future of Tribes.

ORB Schools provide the only viable resource for meeting the challenge of educating those youth that are at-risk and those whose communities are unable to provide adequate education programs. The bottom line for many Indian communities is that they simply do not have the capacity to provide the education or meet the social needs of at- risk Indian youth. Many of the Indian youth attending ORB Schools are at high risk of failure and subject to continuing a cycle of dysfunctional poverty that is slowly destroying Indian society. About 80% of all ORBS students are placed in school for social reasons according to the previously mentioned report on mental health needs of students in ORB Schools.

Yet many of these same students are gifted, talented and creative and are capable of becoming future tribal leaders. ORB Schools and Indian Tribes can no longer accept a yearly retention rate of less than 50% as an acceptable standard for educational attainment. All ORB Schools should have academic standards that are no less than the minimum standards for the states in which the schools reside. We ask the question, what member of this committee would allow their own children or grandchildren to attend a school that retains less than 50% of its student population?

ORB Schools have the basic infrastructure necessary to make the transition over to programs that can effectively serve at-risk Indian youth. 21st Century boarding school programs and residential therapeutic programs can help ORBS make the transition required to educate and treat at-risk behaviors. In many instances ORB Schools provide a safe haven for students who would otherwise be subjected to remaining in an environment where family and social problems are epidemic.

Over the long history of ORB Schools thousands of Indian people have obtained the education and training needed to survive in American society. Today the mission of ORBS in educating Indian youth can be more instrumental than ever before. For many Indian students ORB Schools are their last hope. By providing at-risk students the opportunity to understand themselves, overcome personal issues and gain an education, they can help to break the cycle of family and community dysfunction.

We hope that we leave this committee with information that will encourage your support for furthering the mission and accountability of ORB Schools. Thank you for this opportunity to express our concerns.

Sincerely,

Patrick D. Melendy, Vice President
BIA Council/Portland Area

ATTACHMENTS

1. ATNI resolutions
2. Summary of major needs from the Chemawa monitoring and evaluation of April 14-17, 1992. (Note: a monitoring and evaluation of 1/11,14,/94 indicates that no gains have been made regarding previous monitoring and evaluation report recommendations).
3. Article 40 Personnel Education Side Bar, of the Master Agreement between BIA Council of Consolidated Locals and the BIA.
4. Statements by Gila River Indian Parents of Chemawa students.

#1

Affiliated Tribes of Northwest Indians

1994 Mid-Year Conference
Pendleton, Oregon

RESOLUTION # 94 - 58

PREAMBLE

We, the members of the Affiliated Tribes of Northwest Indians of the United States, invoking the divine blessing of the Creator upon our efforts and purposes, in order to preserve for ourselves and our descendants rights secured under Indian Treaties and benefits to which we are entitled under the laws and constitution of the United States and several states, to enlighten the public toward a better understanding of the Indian people, to preserve Indian cultural values, and otherwise promote the welfare of the Indian people, do hereby establish and submit the following resolution:

WHEREAS, the Affiliated Tribes of Northwest Indians (ATNI) are representatives of and advocates for national, regional, and specific Tribal concerns; and

WHEREAS, the Affiliated Tribes of Northwest Indians is a regional organization comprised of American Indians in the states of Washington, Idaho, Oregon, Montana, Nevada, northern California, and Alaska; and

WHEREAS, the health, safety, welfare, education, economic and employment opportunity, and preservation of cultural and natural resources are primary goals and objectives of Affiliated Tribes of Northwest Indians; and

WHEREAS, the Chemawa boarding school is a valued educational resource for tribes throughout the nation; and

WHEREAS, ATNI has expressed concerns about Chemawa since before 1975; and

WHEREAS, Interdepartmental reviews that were conducted made recommendations for improvements that were never implemented; and

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WHEREAS, the Bureau of Indian Affairs (BIA) declared much of the land surrounding Chemawa Boarding School as surplus property and sold it to private land owners, leaving only a small section of land for school activities; now

THEREFORE BE IT RESOLVED, that the Affiliated Tribes of Northwest Indians urges our Northwest Congressional representatives to conduct a congressional review/investigation of Chemawa Boarding School for the purpose of keeping it open, maintaining ownership of all existing property, and initiating massive improvements.

CERTIFICATION

The foregoing resolution was adopted at the 1994 Mid-Year Conference of the Affiliated Tribes of Northwest Indians, held at the Red Lion Inn in Pendleton, Oregon, on May 19, 1994 with a quorum present.

Bruce Wynne, President

Margaret Jose', Secretary

IG Audit

Affiliated Tribes of Northwest Indians

1994 Mid-Year Conference
Pendleton, Oregon

RESOLUTION # 94 - 43

PREAMBLE

We, the members of the Affiliated Tribes of Northwest Indians of the United States, invoking the divine blessing of the Creator upon our efforts and purposes, in order to preserve for ourselves and our descendants rights secured under Indian Treaties and benefits to which we are entitled under the laws and constitution of the United States and several states, to enlighten the public toward a better understanding of the Indian people, to preserve Indian cultural values, and otherwise promote the welfare of the Indian people, do hereby establish and submit the following resolution:

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WHEREAS, the health, safety, welfare, education, economic and employment opportunity, and preservation of cultural and natural resources are primary goals and objectives of Affiliated Tribes of Northwest Indians; and

WHEREAS, an official review of the Chemawa Boarding School was recently conducted; and

WHEREAS, preliminary reports of that review indicate serious problems in the Administration of the Chemawa Boarding School; now

THEREFORE BE IT RESOLVED, that Affiliated Tribes of Northest Indians requests release the final report from the Bureau of Indian Affairs - Portland Area Office of Indian Education Programs Director and copies forwarded to ATNI member Tribes and Education Committee Chair in order to expedite ATNI review and response.

CERTIFICATION

The foregoing resolution was adopted at the 1994 Mid-Year Conference of the Affiliated Tribes of Northwest Indians, held at the Red Lion Inn, Pendleton, Oregon, on May 19, 1994 with a quorum present.

Bruce Wynne, President

Margaret R Jose'

Margaret Jose', Secretary

#2

ACTION PLAN - BIA MONITORING AND EVALUATION REPORT

Submitted by Gerald Gray to Pat Melendy on September 21, 1992

Completed plan to be submitted by October 31, 1992.

Format for report:

1. Deficiencies to be addressed.
2. Action(s) to be taken.
3. Person(s) responsible
4. Target Date
5. Date Completed
6. Status/Progress, 1991-92

Summary of Types and Numbers of Deficiency Areas:

1. Administration/Administrators	13
2. Facilities	5
3. Academic	11
4. Philosophy and Goals	5
5. Needs Assessment and Monitoring of Student Progress	6
6. Curriculum and Instruction	14
7. Opportunity to learn & Time on Task	4
8. High Expectations	3
9. Safe and Supportive Environment	4
10. Home/School Community Relations	4
11. Instructional Leadership	13
12. Residential Hall	8
13. Administration	13
14. Major Improvements	19
TOTAL DEFICIENCY RESPONSES	113

MAJOR NEEDS AS IDENTIFIED BY DEFICIENCY AREAS

A. Administration and Administrators:

1. Efforts to improve the school.
2. Administrative self-analysis and self-examination of administrative style.
3. Improved communication, staff involvement and consultation
4. Improved working relations with Union.

5. Completion of school wide needs assessment
6. Need for an employee handbook.
7. Develop a public relations program.
8. Activate a Curriculum Committee - immediately.
9. Principal to meet with Dept. heads and Union on regular basis.

B. Academic:

☐ No record of accomplishments!

C. Philosophy and Goals - School Mission

1. Need to finalize written philosophy and goals statement.
2. Staff handbook to be developed.
3. Goals statement to be based on up-dated and current student needs assessment.
4.

D. Needs Assessment and Monitoring of Student Progress.

1. Complete school wide assessment
2. Apply for school-wide Chapter 1 recognition.
3. Need for school improvement plan
4. Improve achievement testing procedures.

E. Curriculum and Instruction.

1. Curriculum Committee to be appointed.
2. A written curricula must be published.
3. Curricular scope and sequence to be published
4. Indian culture to be infused into existing and projected curriculum.
5. Hire two academic counselors.
6. Improved communications between disciplinary areas must be improved.
7. Academic expectations of students by instructors must be raised.
8. Library must be updated.
9. Texbooks must be updated.
10. Staff development inservice must be implemented on continuing basis.
11. Weekly lesson plans should be required.

F. Opportunity to Learn and Time on Task:

1. Gifted and Talented Program to be developed and implemented.
2. Individual Education Plans (IEP) must be developed.

G. High Expectations:

1. Obvious lack of high expectations of students by Academic Staff.

2. Staff development inservice must incorporate this area of concern.

H. Safe and Supporting Environment:

1. Preventive Counseling Program to be developed and implemented.
2. ibid.; personal development plans.
3. Need for improved communication and coordination between the Academic and Home Living Program.

I. Home/School/Community Relations:

1. Need for a comprehensive Public Relations Program.

J. Instructional Leadership:

1. Need for more interested, concerned and visible administrators on the campus and in the halls and classrooms.
2. Need for regular staff meetings.
3. Need for open communications between teachers, support staffs and admin.
4. Administrators must advocate more for teachers, instructional materials, support facilities, etc.
5. Need for improved communications between various components of the total program.(admin. / staff/ home-living/drug and alcohol, etc.)
6. Need for on-going support for staff and students relative to high expectations.
7. Need for follow-through on stated intentions by admin.
8. More comprehensive and regular programs of orientation for new staff must be implemented.
9. Administrators must demonstrate more leadership.

K. Residential Hall:

1. Need for more efficient system of policing and picking up around living facilities.
2. Need for better sign-out system.
3. Need for more and better preventive counseling program.
4. Dorm staff needs to be informed regarding academic progress of students so that additional support may be provided.
5. More staff required during peak hours.
6. Need for comprehensive student social development programs in residential area.
7. Need for improved communications between residential and support areas.

L. Administration:

1. Need for updated policy handbook for staff.
2. Need for more efficient requisition process.
3. Need for more harmonius working relations between admin. and Union.

4. Improved communications must be implemented between admin. and Union.
5. Admin. must evaluate its mode of operations relative to:
    a. trust in staff.
    b. consideration for staff recommendations.
    c. consultation with staff on critical matters.
    d. development of respect and trust.
6. Need for improved communications with other governmental agencies
7. Security Force should be identifiable.
8. Security Force should not carry firearms.
9. Security should walk the campus more.
10. The current Schoolwide Plan of Operations is not representative of all of the teacher exisitng concerns.
11. The advent of gangs in the Salem community and the potential impact on the Chemawa community needs to addressed now!

#3

SIDE BAR AGREEMENT

ARTICLE 40

EDUCATION PERSONNEL SYSTEM

A six member committee (3 Management and 3 Union plus a highly qualified technical advisor on curriculum) will be formed to develop a plan to upgrade the staff that work in the Homeliving Residential Program in BIA Boarding Schools. This committee will develop a sequential curriculum plan to upgrade the knowledge, skill and ability levels of BIA employees who work in direct daily contact with at risk children residing in the BIA Boarding School setting. This newly formed committee will meet no more than four (4) times in calendar year 1994. Employees are encouraged by the Union and Management to participate in homeliving education programs. Those employees who participate and successfully complete the program will receive upward mobility benefits.

Management____________________ **Union** Friedrich J. Klein

Date________ **Date** 24 September 1993

#4

June 7, 1994

To Whom This May Concern:

My name is Carol Allen, I'm from the Gila River Pima-Maricopa Indian Community of Sacaton, Arizona. I'm a parent of several students at Chemawa Indian School. I'm a concerned parent, especially when it concerns my children. I'm out spoken, when I know my loved ones are being short changed and I know what is due them.

I've visited Chemawa School several times. It's a beautiful school. But my concerns are that funding isn't appropriate. According to programming at the school. I've been very negative on some of the schools issues and practices, and it's because I know the school needs to give my children an adequate education due them. Although it's a free country. My children picked this school because it's a welcoming and inviting atmosphere. I commend and praise the staff, who have gone the extra-plus miles to achieve the learned response appropriate to the concept that was presented.

I do see a need for the school to remain open as a boarding school. But I don't approve of the Administrative practices of the Administration presently at Chemawa.

I've seen the report by the review team (1/94). I do agree with the recommendations set forth by the review team.

I know that practices can be changed and learned concepts are lost due to inappropriate presentation or none exposure to a concept.

But memories do stay with a person forever. Just imagine what each student carries with them. Especially when a staff member gives a part of themselves. Meaning a student takes with them a part of the teacher, coach, aide, dorm person, and any significant other. Because it was the appropriate learned concept. All I'm concerned about are my childrens education. Appropriate programs according to each individual students needs. Due to them a free and appropriate education according to all State, Federal (and/or) Tribal rules and guidelines. I am aware of parent and student rights. I wish that all parents (or) guardians had the opportunity to know all the true facts of the school and the opportunity to express their concerns.

Thank you,

Carol Allen

Carol Allen

June 7, 1994

To Whom This May Concern:

My name is Gina Webb, an enrolled tribal member of the Pima Tribe on the Gila River Indian Reservation located in Southern Arizona.

I am writing this letter because I feel that it is important that you hear the view of a parent. My son has been attending Chemawa for the past two years, this fall will be his third year, he plans to graduate from Chemawa. I wish other parents had the opportunity to share their views also. If more parents were aware of the issues now before you and read reports concerning Chemawa Indian School there would be far more parental input.

Lack of communication from Chemawa Administration, their failure to provide us with information regarding school curriculum and other related information of the gang activities led Gila River Parents to begin asking questions.

As parents we have entrusted our children, our most precious god given gift to a school, we were told by our Pima Agency Education office that it was one of the better schools. Never in our wildest imaginations did we think they would be harassed, intimidated or threatened on a daily basis by a hall monitor and in some cases, physically abused by the Superintendent of the school. Your question would be, why did these students stay? Being from the desert Southwest, where temperatures are extremely hot, to the cool, green land of Salem, Oregon, they can now make the comparison and prefer the cool weather, the school setting is also pleasing to them. They like and respect their teachers. If these students had proper programs in place and appropriate learning materials essential to quality education and suddenly for whatever reason it was no longer available to them, they would quickly realize the difference. Just as they have the difference between their homeland and their schools' location.

We share the basic beliefs of our unique Native American Culture, yet our many tribes are at the same time different. These students come together at Chemawa to live, learn and share with each other. Without these opportunities they would never know the differences and similarities. These are some reasons why our children fight so hard to stay at Chemawa.

Chemawa has the potential to be the best school with the proper guidance, programs in place and creating the safe and healthy living conditions required for students to feel comfortable and willing to learn.

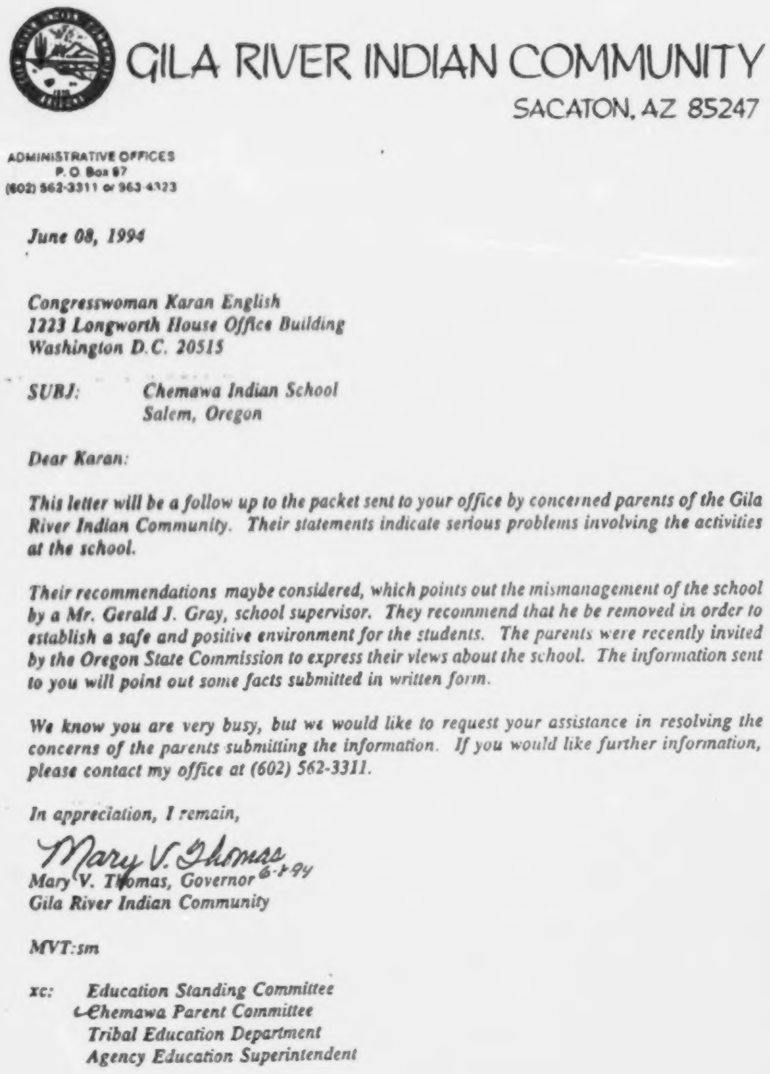
The current Administration has proven to be ineffective. It has had ten years to achieve this. I don't know if it is lack of interest in students and their education or lack of experience in setting up programs. It would be wisdom to surround myself with qualified and competent personnel in order to ensure that all phases of the curriculum is adequate or surpasses requirements.

Chemawa and its' students must be allowed to begin the healing process from a dysfunctional school system toward positive attitudes of a quality education.

Thank you,

Gina Webb

Gina Webb



GILA RIVER INDIAN COMMUNITY
SACATON, AZ 85247

ADMINISTRATIVE OFFICES
P. O. Box 97
(602) 562-3311 or 963-4323

June 08, 1994

Congresswoman Karan English
1223 Longworth House Office Building
Washington D.C. 20515

SUBJ: *Chemawa Indian School*
Salem, Oregon

Dear Karan:

This letter will be a follow up to the packet sent to your office by concerned parents of the Gila River Indian Community. Their statements indicate serious problems involving the activities at the school.

Their recommendations maybe considered, which points out the mismanagement of the school by a Mr. Gerald J. Gray, school supervisor. They recommend that he be removed in order to establish a safe and positive environment for the students. The parents were recently invited by the Oregon State Commission to express their views about the school. The information sent to you will point out some facts submitted in written form.

We know you are very busy, but we would like to request your assistance in resolving the concerns of the parents submitting the information. If you would like further information, please contact my office at (602) 562-3311.

In appreciation, I remain,

Mary V. Thomas 6-8-94

Mary V. Thomas, Governor
Gila River Indian Community

MVT:sm

xc: *Education Standing Committee*
✓*Chemawa Parent Committee*
Tribal Education Department
Agency Education Superintendent

OFF-RESERVATION BOARDING SCHOOL EVALUATION SUMMARY REPORT

WITH RECOMMENDATIONS

Submitted to the Bureau of Indian Affairs,
Office of Indian Education

by Rick St. Germaine, Ph.D.

April 11, 1994

INTRODUCTION

The following is a summary report of the Effective School monitor/evaluation and compliance reports of the targeted Bureau of Indian Affairs six off-reservation boarding schools, identified as: Chemawa in Salem, Oregon; Flandreau in Flandreau, South Dakota; Riverside in Anadarko, Oklahoma; Sequoyah in Talequah, Oklahoma; Sherman in Riverside, California; and Wahpeton in Wahpeton, North Dakota.

The summary report is a synopsis of data and information compiled from a three year study (1990-1992) of the effectiveness of the targeted off-reservation boarding schools. Materials reviewed included Effective Schools monitor/evaluation reports, BIA minimum academic standards compliance reports, accreditation status reports; and ORBS Academic Achievement Test Summary Sheets.

The Branch of Monitoring and Evaluation, Office of Indian Education Programs, piloted a monitoring/evaluation process during the 1989-1990 academic year in selected BIA schools and subsequently refined and administered the process in all 187 Bureau responsible schools in five years (1989-1994). The targeted off-reservation boarding schools were included in the monitor/evaluation process during the years 1990-1992.

The process identifies strengths and weaknesses of the school/dormitory programs and information necessary for improving school programs both individually and as a part of the Bureau system. Information gathered includes whether or not the schools have written curricula, parent involvement, staff development training, and instructional leadership. The process summarizes statistical data regarding student enrollment, attendance, achievement, and activities to help the schools examine how well they are serving Indian students. The ultimate goal is to improve the quality of education in the OIEP to become the best in America.

The Effective Schools Research model is used in the evaluation of BIA schools and dormitory programs. Educational research has identified eleven characteristics or correlates consistently found in effective schools. The following are definitions for each correlate developed by BIA schools utilizing the process:

- Clear School Mission - a clearly understood and accepted purpose statement that guides local education and a driving force for the education process to meet the unique needs of students.

- Monitoring and Feedback of Student Progress - measuring student progress on the intended curriculum through a variety of means and relating progress to students and others in a positive manner.

- Curriculum and Instruction - curriculum and instruction should be based on locally defined needs, reflect the culture and be developed with staff involvement. Educational activities should be focused around the outcomes we want students to demonstrate.

- Opportunity to Learn - an intensive engagement where students can learn and demonstrate the intended outcomes.

- High Expectations - an atmosphere of challenge and confidence where students and staff develop to their full potential.

- Safe and Supportive Environment - a nurturing environment conducive to learning where all are respected and where children, staff and community can grow together to be the best.

- Home/School/Community Relations - home, school and community have a clear understanding of the school's mission through open and active exchange of information and communication and active involvement of the community.

- Strong Instructional Leadership - the combined effort of all instructional staff involved in the learning process by guiding, modeling, sharing, and seeking to meet the needs of students and staff.

- Participatory Management/Shared Governance - shared decision-making by parents, students, staff, administration, and tribe which enables all involved to feel their contributions are important and valued, and develops a sense of ownership among the groups.

- Cultural relevance - the enhancement of tribal culture, integrated into all areas of a school, which supports student self-esteem, respect and success.

- Administration - management functions in school operations are administered in a manner supportive of quality education.

Schools visited and individuals interviewed in the course of preparing this ORBS Summary report include: Wahpeton Indian Boarding School (January 3-6, 1994 investigation team member); Santa Fe Indian Boarding School (October 26, 1993); Theodore Roosevelt Indian Boarding School (March 8-9, 1994); Robert Hall, Administrator, and staff, Wahpeton Indian Boarding School; Joe Abeyta, Administrator, and staff, Santa Fe Indian Boarding School; Mark Wilkerson, Acting Principal, and staff, Theodore Roosevelt Boarding School; Ken Taylor, Superintendent, Sherman Indian Boarding School; Bob Jones, Business Manager, Flandreau Indian Boarding School; Gerald Grey, Administrator, Chemawa Indian Boarding School; Vann Peters, Portland Area Office (Chemawa); Fayetta Babby, Sacramento Education Line Office (Sherman); and the Eau Claire Academy (a regional therapeutic comprehensive treatment center).

* * *

The reviewer, Dr. Rick St. Germaine, is an Associate Professor of Education at the University of Wisconsin-Eau Claire. He has been a team leader and member of about twenty-four (24) BIA effective school monitoring/evaluation site visits throughout the nation. He is the former administrator of a BIA contract school and chairman of the Lac Courte Oreilles Ojibwa Tribe of northern Wisconsin.

ORBS Schools in Evaluation Summary Report

April 1994

Chemawa Indian School, Salem, Oregon **(grades 9-12)**

In 1880, the school was opened in Forest Grove, Oregon, to serve 18 students from Northwest tribes. Then, in 1890, the Indian Vocational and Normal School (as it was so named) had to be moved to Salem because of an unreliable water supply, poor drainage, lack of accommodation for building, and a fire at its original site.

Its early curriculum included academic and vocational studies, but attention also given to recreation and social concerns. By 1915, 63 buildings were in use and Chemawa's graduates were passing the same exams as students at the best schools in Oregon.

Although enrollment dropped to 180 in 1977, Chemawa now serves 344 students* from more than 50 tribes and 15 states, with more than half coming from Montana and Washington and from the Portland and Billings areas.

Chemawa is operated by the BIA and accredited by the Northwest Regional Accreditation Association for Schools and Colleges.

Flandreau Indian School, Flandreau, South Dakota **(grades 9-12)**

The Flandreau Indian School grew out of a school established by the Board of Presbyterian Missions in 1871. In 1877, it was taken over by the U.S. and run as a Government Day School, until 1881, when Congress appropriated money for the purchase of the site and erection of three buildings. The Riggs Institute, named in honor of a pioneer missionary, opened with 98 pupils in 1893. It was also called the Flandreau Indian Industrial School and the United States Indian Industrial School until 1964 when it was officially renamed the Flandreau Indian School.

The school now serves 604 students* from more than 30 tribes. They come primarily from North Central and Western states, with students from Aberdeen, Minneapolis, and Billings making up the majority of the student body.

Flandreau is operated by the BIA and accredited by the State of South Dakota and the North Central Regional Accreditation Association for Schools and Colleges.

*** Represents enrollments during count week in Fall 1990.**

Riverside Indian School, Anadarko, Oklahoma **(grades 2-12)**

Riverside has its roots in rudimentary facilities established by Quaker missionaries to serve eight students in 1891. Rebuilt three times after fires, the school was expanded and now serves 320 students* from 10 states (primarily Oklahoma, New Mexico, Florida and Colorado). More than half of the students come from the Anadarko area.

They represent approximately 40 tribes including the Kiowa, Cheyenne-Arapaho, Comanche, Seminole (Florida), and Wichita. The School Board includes representatives from eight of the tribes.

Riverside is operated by the BIA and accredited by the State of Oklahoma and the North Central Regional Accreditation Association for Schools and Colleges.

Sequoyah Indian High School, Tahlequah, Oklahoma **(grades 9-12)**

One of the oldest boarding schools in the BIA-funded system, Sequoyah is the outgrowth of the Male Seminary Building of the Cherokee Orphan Asylum established in 1872 by the Cherokee Nation. By acts of Congress: in 1925, the name was changed to the Sequoyah Orphan Training School; in 1945, to the Sequoyah Vocational School; and, finally, in 1964, to the Sequoyah High School.

The school provides a general high school educational program for 211 students* from approximately two dozen tribes in 30 Eastern, Southern, and Central states, with the greatest number from the Muskogee area.

Sequoyah operates as a Grant School contracted by the Cherokee Nation and is accredited by the State of Oklahoma and the North Central Regional Accreditation Association for Schools and Colleges.

Sherman Indian High School, Riverside California **(grades 9-12)**

Sherman began with eight students as an Indian school in 1892 in Perris, California. Because of an inadequate water supply, it was moved to its present site with funding authorized by Congress and was named for the Chairman of Indian Affairs in the U.S. House of Representatives.

The school was greatly expanded during the 1970s and now offers a comprehensive educational program to 380 students* from approximately 40 tribes and more than 12 states, with the greatest number coming from the Phoenix area.

Sherman is operated by the BIA and accredited by the State of California and Western Association of School and Colleges.

*** Represents enrollments during count week in Fall 1990.**

Wahpeton Indian School, Wahpeton, North Dakota **(grades 2-8)**

The school was opened in 1908 with 77 students. It offered "elementary training in all the common industries," with some advanced vocational training in home economics and nursing for girls and in agriculture, engineering, and carpentry for boys. In 1947, dairying was discontinued and classes expanded from one-half to a full day of academic training.

School facilities were expanded in the 1920s and between 1950 and 1970, with rehabilitation of the old dormitories and the construction of two new dormitories, a new kitchen/dining hall, and another building.

Wahpeton now serves 240 students* representing 30-40 tribes from about 10 states, with students from the Minneapolis and Aberdeen areas accounting for the great majority of the students.

Wahpeton is operated by the BIA and accredited by the State of North Dakota.

*** Represents enrollments during count week in Fall 1990.**

Historical data was adapted from "A Report on Off-Reservation Boarding Schools Operated by the Bureau of Indian Affairs," 1983.

ORBS School Enrollments

1991-1992 Academic Year

School Name and Grade Levels	Enrollment Count Week	Enrollment May 1992	Average Daily Attendance
Chemawa (9-12)	344 students	180 students	93%
Flandreau (9-12)	604 students	400 students	92%
Riverside (2-12)	320 students	219 students	92%
Sequoyah (9-12)	211 students	196 students	85%
Sherman (9-12)	380 students	242 students	90%
Wahpeton (4-8)	240 students	169 students	92%

SUMMARY OF IDENTIFIED STRENGTHS AND NEEDS BASED ON EFFECTIVE SCHOOL CORRELATES USED IN 1990-1992 ASSESSMENTS

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KEY

CHE = Chemawa Indian Boarding School, Salem, Oregon
FLN = Flandreau Indian Boarding School, Flandreau, South Dakota
RIV/OK = Riverside Indian Boarding School, Anadarko, Oklahoma
SEQ = Sequoyah Indian Boarding School, Talequah, Oklahoma
SHR = Sherman Indian Boarding School, Riverside, California
WAH = Wahpeton Indian Boarding School, Wahpeton, North Dakota

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I. Philosophy/Goals/Mission

Strengths

Each of the six schools (CHE, SHR, SEQ, WAH, FLN, RIV/OK) had a written mission statement which included the school's philosophy. The mission statement was clear and well-written (SHR), reflected the needs of the students and community (SEQ), and was school board-approved (SEQ, WAH, SHR). It was distributed to students (SEQ, RIV/OK), to parents (SEQ), and to staff (WAH, FLN, SEQ).

Areas Needing Improvement

A written philosophy and mission statement needed to be developed (CHE) or revised (WAH, SEQ, SHR, RIV/OK, FLN) to reflect the current needs of the students/community/tribe and school (FLN). It should be based on a comprehensive needs assessment (CHE, WAH SHR, RIV/OK) as part of an accreditation self-study process involving the school board, parents, administration, staff, and students (RIV/OK). The statement must reflect the Native culture(s) of the students (WAH, FLN).

It must have the approval of the school board (RIV/OK) and should then be distributed to all stakeholders in a clearly-written document (WAH, CHE, SEQ). The mission should be shared with stakeholders (SEQ, WAH, SHR, RIV/OK) with an explanation of what it means to them and should be used to develop specific, measurable objectives, and timelines which can serve as a measure of progress (SEQ, SHR, FLN, WAH, RIV/OK). Annual reports on the progress toward these goals and objectives should be compiled and distributed to all stakeholders (SEQ, FLN, RIV/OK).

This mission statement should be reflected in all aspects of the school program (RIV/OK) and published in all school documents (SHR, FLN, CHE). Philosophy and goals should relate directly to the instructional program (WAH, SEQ) and as a base for the development of desired student outcomes (RIV/OK). The administration, staff, faculty, students, and board needed to review the mission regularly and decide what it means in terms of immediate objectives and long-range plans (SHR). In public relations and recruiting materials or talks, the actual situation of a school needed to be defined, as well as goals for the future (SHR).

II. Comprehensive Needs Assessment and Monitoring of Student Progress

Strengths

Nationally normed and standardized **testing** was being administered twice a year (SEQ, WAH, SHR, RIV/OK) with student progress also monitored through standard classroom procedures, tests of cognitive skills, and special program testing (WAH). One school (FLN) was working to improve its achievement testing program. **Test results** were reported to the school board and parents (SEQ) and to the instructional staff (WAH).

At one school (SEQ), test scores, class completion rates, and the number of graduating seniors all have increased over the past three years.

An overall **grading** policy existed (FLN, SHR, SEQ), was reviewed by the school board (SEQ, SHR) and was followed by all instructional staff (SEQ, SHR). Student classroom progress reports were sent home to parents, as were any infraction reports (WAH).

A written school **improvement plan** existed (SEQ, SHR) and was being implemented by the principal's advisory committee (SEQ). One school (RIV/OK) followed its state's five-year plan process which included two-year reviews, and updates with in-depth reviews in certain subjects.

Needs assessment data existed (FLN, WAH, SHR, CHE, RIV/OK) and was developed with input from students, teachers, support staff (WAH), and parents (RIV/OK, WAH). Needs assessment was comprehensive (WAH, SHR, CHE, RIV/OK) and prioritized by (CHE), or in other ways, shared with (WAH) staff. In response to student needs, one school (WAH) had a surrogate parent program in place.

Areas Needing Improvement

Needs assessment and monitoring was sometimes incomplete (SEQ, SHR, WAH) or outdated (SHR), as it should have been conducted at least every third year. It was recommended that schools use the NCA self-study and the first year of Effective Schools participation to conduct a comprehensive needs assessment (RIV/OK). A comprehensive assessment should include, among other data, a school's dropout rate, current attendance rate, school retention rate, and a follow-up study on grads (FLN).

Schools (RIV/OK, FLN) should then maintain, build upon, and share their current data base as a tool to provide direction for planning and for measuring progress. They should utilize the results of a comprehensive needs assessment in planning both academic and homeliving programs (WAH) and the administration must begin to tie budget line items to assessed needs (CHE). Administration must also seek alternate sources of revenue to support needed changes (CHE).

Teachers needed training on **comprehensive testing** procedures (WAH). A written plan for testing policies and procedures needed to be in place (FLN). Standardized test scores should be analyzed yearly to provide direction (SEQ, WAH, SHR, CHE). And, schools should provide reports concerning standardized test scores and other indicators to parents, as well as to the school board and agency (SHR, WAH, FLN, RIV/OK), on a regular and timely basis with a deadline for mailing out report cards (RIV/OK).

Schools must consider alternatives to standardized testing, including **authentic testing** measures (WAH, RIV/OK). Assessments of learning styles and Native language use (RIV/OK) also should be utilized in addition to performance-based assessments.

An **individual student monitoring** system should be in place (SEQ, SHR, RIV/OK, CHE) with regularly-scheduled feedback conferences held (SHR, SEQ) with parents, as well as with students and staff (SEQ). Teacher assistance teams must be fully implemented to strengthen the monitoring of student progress (FLN).

School philosophy, goals and policies needed to be regularly reviewed (SEQ, SHR, WAH, RIV/OK, FLN). All staff needed to participate (CHE) in the development of a well-written, well-defined **improvement plan** (WAH, FLN, CHE) with timetables (CHE). A school improvement committee should endeavor to meet monthly and should be given support and input from the administration (SHR).

III. Curriculum/Instruction

Strengths

Schools were accredited by their states, regional accrediting associations and/or the BIA (SEQ, RIV/OK, FLN, WAH) with at least one school (WAH) exceeding the required subject time. Efforts to upgrade the curriculum to meet state standards will allow students to pursue the post-secondary paths they choose (SHR). The staff/student ratio was excellent (RIV/OK) with academic counselors at each grade level (FLN).

A written **curriculum** (RIV/OK, FLN) was in place in all areas (FLN) describing content and process (RIV/OK). There were also active ongoing efforts to upgrade curriculum materials to address student needs (SHR, CHE). A curriculum committee (FLN) was functioning with members representing both academic and residential programs (WAH).

The academic program was generally good with a high regard for students and their learning (WAH). There was overall respect for the students' culture (SEQ). Strong attempts had been made to integrate tribal and native cultural heritage into all curriculum areas and to expand the curriculum to allow students to attend an area vocational/technical school (SEQ). One school (RIV/OK) exposed children to culture and role models and put values into practice by bringing elders into dormitories for cultural activities, talks, etc. and holding an honoring banquet for these volunteers.

Written **syllabi** existed for each course (SEQ, FLN), including supplemental programs (FLN). Syllabi described major goals, objectives, materials and textbooks (SEQ, SHR), including instructional methods and the process by which students were to be evaluated (WAH, SHR).

Some instruction was based on recent research on teaching and learning and on information about the students' learning styles, utilizing a hands-on meaning-based approach (FLN). Science instruction stressed hands-on projects and activities, reinforced by active student participation in science fairs (WAH). The classrooms had adequate space for a variety of activities (CHE) and the **library** program was commendable (WAH).

Adequate **support programs** existed (WAH) with instructional staff reacting positively to the integration of supplemental programs' provision of services in the classroom (WAH). There was a school-wide Chapter I program (FLN) and the recreation program was very strong(CHE).

Instructional staff were qualified by education and credentialed (SHR). The instructional staff appeared competent and concerned about progress and welfare of students (RIV/OK, WAH). Staffing patterns were quite stable (CHE) with teachers who want to help students (CHE).

Administrative communications were addressed in meetings (CHE).

Areas Needing Improvement

Schools needed **written or revised curriculum** describing content, process and methods (WAH, SEQ, CHE, FLN, RIV/OK, SHR), desired outcomes (RIV/OK), instrumentation for evaluating instruction (SHR), and emphasis on higher order skills, e.g. problem-solving (FLN). Scope and sequences must also be incorporated into the curriculum (CHE, WAH, RIV/OK), with content and skill boundaries documented between English I, II, III, and IV (SHR).

Curriculum should include descriptions of supplemental programs with curricular and instructional relationships to the academic program (SHR, RIV/OK). Course syllabi must be developmentally appropriate for early grade level students, defined by recent research (WAH).

A curriculum should be viewed as a dynamic guide to the instructional program and reflect the present and changing needs of the students (WAH). It should be based on school mission (RIV/OK), needs assessment, program evaluation, and recent research (WAH, SEQ, CHE, SHR, RIV/OK, FLN). Course syllabi should be evaluated, revised, and consolidated (SEQ).

Any school's curriculum should **integrate tribal and native cultural heritage** into the instructional program (WAH, CHE, SHR, FLN) and continue to increase exemplary programs bringing elders and other tribal role models into the schools (RIV/OK). Where regional and state accreditation standards were inadequate for meeting the unique needs of the Indian students served, a school (FLN) must negotiate to provide relevant training in Indian studies and parenting. Child care courses should be revised to encourage participation of boys (SHR).

Curriculum should then be implemented as written (CHE, SHR, RIV/OK, WAH). The Academic Department Head needed to review and file lesson plans to ensure that the curriculum is maintained on pace with stated goals. Subject areas should be reviewed quarterly to ensure ongoing curriculum development (CHE). If more than one course syllabi exists, the syllabi which is being implemented must be identified (SHR).

Because of the importance of having a written curriculum in place, the administration should budget release time for teachers and extra days to complete development of the curriculum (CHE). Guides should be requested from other schools and an inservice held on **curriculum development** (CHE). Instructional staff must part in the development of the curriculum (WAH). An on-going curriculum committee must be established (SEQ) composed of certified and non-certified staff (CHE, SEQ, FLN, RIV/OK), with provision for tribal (RIV/OK, SEQ), parental, and student input (SEQ).

Staff needed increased competency in teaching skills (SEQ, FLN). An inservice must be given to increase the entire staff's knowledge of student learning styles and application of that knowledge to the classroom (SEQ). Teachers needed training in recent research in meaning-based approaches to learning (FLN). Instructional staff needed to be encouraged to use a wide variety of **teaching methodologies** and materials to provide instruction based on documented knowledge of Indian student learning styles (WAH, FLN) to enhance students' unique backgrounds with increased cooperative learning, peer teaching, and other group processes and activities (WAH).

Besides the inservice recommended above, teachers needed training in work with high risk students (FLN). An annual inservice training timetable needed to be distributed to teachers as soon as it is completed (CHE).

The curriculum committee must be provided with timelines to replace textbooks (CHE) and resources must be found to maintain a reasonable replacement timetable (CHE). Library needs must have budget and timeline goals addressed in the school improvement plan as funding for materials and modernization is essential (CHE). In one school (SEQ), the chemistry lab needed supplies, running water, and working gas burners to function.

There was a need to promote more communication and cooperation between academic and home living areas as the instructional program must be developed, **extended**, and provided beyond classroom walls (FLN).

An educational plan should be developed with and for all students (SHR). And, to encourage students, more of their work should be displayed on bulletin boards, hall walls, and possibly in a school newsletter (RIV/OK).

To improve accuracy of communication, the principal needed to assess effectiveness of the current system of paper notices to department heads (CHE). It was suggested the principal utilize weekly "supervision by wandering" and ask selected staff specific questions designed to assess their understanding of issues sent to be addressed by departments.

IV. Opportunity to Learn and Time on Task:

Strengths

At least one school had a written development plan (FLN). A certified public librarian had been hired as a part of the learning resource team at another school (SHR). Concentrated efforts were being made to improve library services, including moving the elementary library to a larger, more attractive area and providing a budget to purchase books and periodicals and to start a videotape collection (RIV/OK). Library expenditure per student was high (SEQ).

Library collections and organization and the library's integration into academic programs were exemplary (WAH, FLN) with the number of books and activities meeting accreditation standards (SEQ) or far exceeding minimum standards (WAH). One school had an extensive Indian heritage collection housed in a separate room in the high school library and in a separate cabinet in the elementary library (RIV/OK). There was an adequate professional collection to meet the needs of staff (SEQ) and, at one school, a priority had been placed on updating and broadening the professional collection (SHR).

To increase use, one library had evening hours (FLN), another could seat up to 30% of student body at once (SEQ), and students were given increased access to reference books (FLN).

Number of instructional days and hours per day met BIA and state or regional accreditation/standards (SHR, SEQ, WAH). In addition, schools were working to extend their students' **opportunities for learning.** Homework had been reinstituted (FLN) and one hour of supervised study was required each weekday evening (SEQ). Night classes were provided to assist students who need certain credits (FLN, CHE) and after-school and night classes were held to enable returning students and students in treatment program to make up classes (CHE). There was a volunteer tutoring program by area college students (SHR). And, partnerships with institutions of higher education allowed students to acquire college credits in their junior and senior years (SHR).

Student-teacher ratios were within guidelines (WAH, RIV/OK, SHR, SEQ). Small class sizes were conducive to learning and gave flexibility in grouping students by ability level (RIV/OK, SEQ, SHR). Self-contained classrooms were adopted to reduce wasted time, with teachers moving between rooms for departmentalized programs (WAH).

A **textbook review** committee existed to evaluate existing textbooks and articulate textbook needs (WAH, SHR) and included representation from the homeliving program (WAH). One school followed the Oklahoma textbook adoption cycle (RIV/OK). And, another was attempting to provide computers to meet student needs (FLN).

Gifted & Talented guidelines had been adopted and implemented with staffing procedures (CHE, SHR), and were integrated into the curriculum with specialized work (SHR). These were also motivational and educational activities for Gifted &Talented students (SHR). There was equal emphasis on the learning of all students, including those most at risk (RIV/OK).

At on school, individual education plan concerns noted in the 1991 Report had been addressed (CHE).

Areas Needing Improvement

Schools needed to meet applicable academic/accreditation student/ professional staff **ratio** standards (FLN). Teachers should enhance use of small class size by implementing cooperative learning, active teaching and more activity-based learning (RIV/OK). On-site staff development needed to be set up in these areas for principals and teachers (RIV/OK).

To promote the instructional program, a time study should be conducted (CHE, RIV/OK). The number of pull-outs without teacher consultation needed to be minimized (WAH). Academic staff needed to conduct teacher-paired assessments of **off-task** behavior in classrooms (CHE). (For instance, some classrooms appeared to be using too many worksheets which may contribute to boredom and off-task behavior.)

Curriculum should be adapted to the needs of students in Gifted & Talented and other program services (CHE). Development of student study and learning skills should be integrated into the instructional program (RIV/OK).

Night classes should continue (CHE) with **homework** used to extend learning opportunities (SEQ, SHR) and homework time incorporated into dormitories (WAH). Where structured learning activities were limited to classrooms, academic connections between instructional programs and dormitories needed to be strengthened (WAH). Dormitories must have resources (including instructional materials), time allocation and communication with the instructional program (WAH). The academic program should take advantage of the cultural relevance of dormitory programs (WAH).

An **equal emphasis** on learning must be based on all students' needs (SEQ, FLN, CHE). There was a need to develop comprehensive **Gifted & Talented** programs with provisions for including all talented and creative students, not solely those of high academic achievement or ability (SEQ, FLN). All staff should be involved in the identification of students who might qualify for the Gifted & Talented program (FLN).

Schools must have an equitable distribution of **instructional materials** for the classroom (SEQ, WAH, FLN, CHE). A textbook review committee was needed to evaluate existing texts and to articulate textbook needs, so that each student will have a textbook for each course in which he/she is enrolled (SEQ). This textbook/curriculum review committee should include member of school board and/or tribal community (RIV/OK).

There should be continuing efforts to upgrade **library** collections to adhere to academic and accreditation standards and reflect the mission of the school (RIV/OK). Library holdings should include a student high-interest library collection (SHR) and a professional library collection that adheres to applicable academic and accreditation standards (SHR). The library program should be expanded to include a computerized program (WAH).

Schoolwide review of educational program needs for print/non-print library materials must be initiated to determine availability of inter-library exchange and to allocate dollars for purchasing materials and automation under a long range plan to facilitate student/teacher library use (SHR).

All classroom **materials and equipment** should be updated (RIV/OK). Schools should have adequate classroom instructional materials/equipment, thoughtfully purchased, with care given to wise utilization (FLN, SHR, CHE, WAH). Instructional materials should promote the school's mission (RIV/OK).

Audio-visual materials should work properly (SHR, SEQ). In order to do this, a staff person with media training should coordinate the AV program out of a centralized media center (SHR, SEQ), with a written policy developed and implemented to govern that media center (SEQ).

V. High Expectations

Strengths

A majority of teachers felt they had the training necessary to help students learn (CHE, RIV/OK, SHR). Most teachers were enthusiastic, motivated (CHE, WAH, SEQ), and fair (SEQ). Staff was genuinely concerned about their students' welfare (RIV/OK, SEQ). Teacher morale was increasing (CHE). Many persons on the instructional staff exhibited a positive attitude toward their students (WAH) with teacher supervisors generally indicating high expectations for their staff members (FLN).

Students displayed a positive attitude toward instruction (FLN). They were recognized for academic and extra-curricular achievements (RIV/OK) and a **student incentive** awards program was established (CHE). The science fair had proven to be an area of high expectation within the school and the students had a history of high production in response to the fair (WAH). Student incentives were inherent in Associated Student Body "honor" activities related to academic excellence and good attendance and the quality and leadership of AWS members helped create positive changes at the school (SHR). College partnerships were evidence of school administrators' high expectations of students (SHR).

Students assumed leadership and accepted school-wide responsibilities (SHR, CHE) with the activities the Associated Student Body (SHR) and establishment of a peer-based tutoring program in the dormitory area (CHE).

Staff training had been conducted to address at-risk youth and Indian learning styles and "Life Quest" and "Dynamics of Human Relationships" materials had been re-emphasized to address students' needs (CHE).

Areas Needing Improvement

Continued **staff development** must be addressed in a comprehensive school improvement plan (CHE) and the needs assessment addressed each year with new staff (CHE).

Schools must provide opportunities to help staff members to develop high expectations of one another (SEQ, SHR, CHE) and to stimulate enthusiasm in their students and motivation for learning (SHR). Procedures must be developed and implemented to reward, recognize and commend teachers for excellence or innovation (SEQ, WAH, SHR).

Schools must provide **staff development** to encourage teachers to have and convey higher expectations for all students and to build on strengths (RIV/OK, FLN). Teachers were concerned, but felt their students were disadvantaged and limited in possible academic attainment (RIV/OK). Staff must be encouraged to motivate students (RIV/OK, FLN). In particular, staff needed training to meet student needs and to become student-centered, rather than content-centered (FLN).

In particular, schools must provide teacher training necessary to help students learn (FLN, RIV/OK) and staff development in areas such as peer tutoring, cross-age tutoring and cooperative learning, to help students help each other. Staff training needed to be followed up (CHE) and teachers needed to be able to adjust teaching based on student learning (RIV/OK).

Teachers must communicate instructional goals/objectives to students (SEQ, WAH, CHE, FLN). Student outcomes should flow from the school mission, celebrate learning and relate to students' future roles (RIV/OK).

Students needed to be encouraged to display a positive attitude toward instruction (SEQ, SHR, CHE). One school (WAH) was directed to develop procedures to recognize **achievements**, accomplishments, and participation of students/teachers. The school was urged to have a thoughtful dialogue to reach a consensus on how to recognize, commend, and reward student work. Schools should implement student incentives for academic excellence and good attendance (SEQ). Schools should celebrate/reward student work through recognition efforts and displays in classrooms, hallways, and other areas to encourage higher expectations of students (WAH, RIV/OK, CHE).

All students should be given chances to assume leadership and perform school-wide/classroom responsibilities (RIV/OK), e.g. cooperative learning/peer tutoring (FLN, WAH). Schools must provide opportunities to heighten student's **expectations** of one another (FLN) and themselves (SEQ, SHR), e.g. through more cooperative learning (FLN). One school (SEQ) was told to learn why only 6-8 students went on to higher education, when 25 of 50 1989-90 grads were cited as academically ready for college.

Teachers must use varied **teaching methods** and materials, besides textbooks and worksheets (RIV/OK). Schools should use cooperative learning and cross-age and peer tutoring (WAH). Creative writing should be encouraged for language development (WAH) with computers used extensively, especially to develop writing skills (RIV/OK). One school was encouraged to expand science fair and in-class science experiences to other subjects, e.g. cultural and writing fairs and math tournaments (WAH).

VI. Safe and Supportive Environment

Strengths

Building and grounds were clean, attractive and well-maintained (SHR, WAH, FLN) and suitable for meeting school's program needs (SEQ). Maintenance of facilities is good (SEQ) and the facilities manager has a good working relationship with the administrator (CHE).

At least one school complied with all **safety** codes and regulations (RIV/OK). Students generally felt secure and safe (SHR, FLN) or appeared to be safe (CHE). Police/security forces appear to be adequate (CHE).

The overall **behavior and attitude** of the students is friendly and outgoing (RIV/OK). The school climate is positive and students are well-behaved and disciplined (SEQ).

Counseling staff had been increased to improve the program at one school with an AODA and career counselor in the dormitories (FLN) and augmented at another (CHE) through the availability of two psychiatrists from the Portland Area Office. At one school (RIV/OK), there were three certified drug and alcohol counselors on campus. At another (SEQ), the fully-staffed counseling program included two full-time counselors, within limits outlined by SDE and NCA (SEQ). The school counselor had established rapport with students and staff (WAH).

Efforts to improve the **counseling** program were commendable (FLN). Counseling programs offered preventive as well as substance abuse programs (CHE, WAH). The preventive program included representatives from all counseling services available to students (CHE). The substance abuse prevention program had written policies (WAH, SEQ) for both classrooms and dormitories (SEQ) and was implemented by school personnel under auspices of a part-time coordinator (SEQ).

At one school (RIV/OK), an exceptional program existed to assist 14- to 18-year-olds with demonstrated chemical abuse behavior, poor academic achievement, poor attendance, and severely disruptive behavioral and emotional problems. Fully funded with Intensive Residential Guidance monies, it was also open to students voluntarily seeking help. The program is comprehensive, providing psychological testing and assessments, historic profile, psychiatric evaluation, educational assessment, and cultural/spiritual assessment and orientation. Services include counseling, support group meetings, field trips, recreational activities, cultural activities, tutoring, nutrition, and health care. At another school (CHE), an exemplary drug/alcohol program was making a positive impact on student conduct. Treatment was available and many students were involved in the activities and classes.

Students who may be a danger to themselves or others were placed in isolation (CHE, SHR) in dormitories under continuous staff observation (SHR). One school (CHE) had adapted its IRG program to work with the Academic Department.

Students were recognized for good behavior, e.g. an honor dormitory program, student of the month, and birthday remembrances (FLN) and an honor dormitory recognized girls who abided by the rules and displayed exemplary behavior by providing additional residential privileges (SHR).

Dormitories created a home-like atmosphere (RIV/OK) and the Homeliving Department appeared organized with staff providing a stable, caring and supportive 24-hour residential environment (SHR). One school (SHR) recognized student concerns through the Associated Student Body; another (CHE) addressed homeliving coordination/cooperation concerns through a Student Behavioral Team.

A personal development plan, recommended in 1991, had been adopted (CHE).

Areas Needing Improvement

Schools must comply with all **health/safety** codes/regulations (SEQ, WAH). One school (SEQ) was instructed to pay immediate attention to the needs of the chemistry lab. All building repairs should be done in a timely manner (WAH) with efforts made to police grounds for litter and to improve overall appearance and cleanliness (SHR). Work times and duties of security guards must be coordinated and any reports of guards sleeping on the job, etc., investigated (RIV/OK).

School **facilities** should be designed for efficient use of time and suitable for meeting student and program needs (SHR). Where it is extremely difficult to use dormitory staff time efficiently, alternatives should be explored for using current dormitory space, e.g. moving more students into newer dormitories and using the old space for tutoring and learning centers (RIV/OK). One school also must address the physical **accessibility** of the principal's office, because of the stairs (RIV/OK).

Student health needs services must be addressed by BIA Central and IHS Rockville. Currently, Indian Health was on a Priority One status, evidently meaning that students could only be served if their cases were serious. Their routine health needs cannot be met and mental health needs were not even considered (FLN).

A systemwide **counseling plan** should be developed with staff input to meet student needs with provision for timely delivery of services and integration of services for students requiring both academic and dormitory counseling, previously seen as two separate programs (WAH). Day and evening counselors needed periodic rotation to provide coordinated, cohesive counseling (SEQ).

Therapeutic counseling must be offered students with serious social and emotional needs. Drug and alcohol programs should be comprehensive, providing prevention, education, intervention, treatment referral, and aftercare (FLN). A written referral system should exist (WAH).

Extensive **preventive/crisis counseling** needed to be implemented to provide for all students (FLN, CHE) to complement existing referral programs (SEQ). Counseling sessions, assertiveness, self-esteem, relationship, and other workshops needed to be held for students (RIV/OK).

Staff needed regular **training** on substance abuse/prevention (WAH, FLN) and training in the areas of children of alcoholics and children from dysfunctional families and subsequent associated behaviors (WAH). One school (CHE) needed to continue its progress toward creating a safe and supportive environment with workshop sessions to ensure academic staff awareness of these activities.

Schools must meet academic/accreditation standards regarding the number of certified counselors (RIV/OK, CHE). At one school (FLN), the student profile demanded a greater counselor-to-student ratio. Another school (RIV/OK) should consider personnel reassignment to deal with the problem of junior high school girls fighting. The counselor's office should be equipped with a telephone or other communication device (WAH).

Students needed to be involved in the development of their own personal development plans (FLN). Student strengths/weaknesses must be recognized in designing **programs**/plans (SEQ, FLN, RIV/OK, CHE). The school board should meet on a regular basis with the Associated Student Body and the role of the ASB should be clarified and strengthened in regard to governance issues, i.e. student policies (SHR).

There needed to be better **coordination** and cooperation between academic and homeliving programs to work on individual student needs. A follow-up study must be done to determine why students drop out (FLN). A solo parent program, designed to support students with small children, lacked resources and function (FLN). A parenting/survival skills curriculum needed to be implemented immediately with provisions to foster the growth and development of children (FLN).

Good **student behavior** should be recognized (CHE). A boys' honor dormitory should be opened immediately (SHR) with available space and staff in the girls' honor dormitory. Isolation rooms should be a last resort for disruptive students and policy regarding use of restraints must be reviewed (SHR).

VII. Home/School/Community Relations

Strengths

School administration was aware of need to reporting to parents and communities (CHE). Administrators communicated with parents through: monthly (SHR) or quarterly (RIV/OK) newsletters; through student report cards, deficiency notices and reports of achievement test scores (FLN), and through progress reports, infraction reports, the superintendent's newsletter, Chapter I newsletter, and the school newspaper on a quarterly basis (WAH). Students were encouraged to write home on a frequent basis (WAH). A 1-800 number had been established for parents to call during the day (FLN, WAH). News articles about students' achievements were sent to hometown newspapers (FLN, CHE).

School board members made an effort to keep parents informed of school events and policies and to keep the school informed of tribal and community ideas and concerns (SHR).

There were opportunities provided for **parent input** through surveys (WAH, RIV/OK), special programs, and special meetings (RIV/OK). Parents were made to feel welcome when they came to school to pick up students, at activities, or at holiday dinners (SEQ). One school (SEQ) had strong tribal and community support. Another (RIV/OK) made an effort to recruit parents and community members to volunteer to share their talents and expertise, especially in the area of native culture.

Administration at one school (SHR) had greatly improved the school's image in the community and enhanced contacts and coordination with the state's higher education system and area colleges (SHR). The community provided resources for activities and student incentive rewards (RIV/OK).

A coordinated program existed to help Chapter I students to improve their parenting skills (RIV/OK).

Areas Needing Improvement

To encourage the development of high expectations on the part of a community for its school, a coordinated, comprehensive public relations program was needed to invite media to special programs and constantly promote the students and school (CHE, RIV/OK). At one school (CHE), public relations needed to be given higher priority. The principal needed to delegate the task of creating a public relations program with timelines.

News releases on positive student activities and achievements should be prepared and distributed for publication in the students' hometown newspapers (WAH). A public relations video in the planning stages should be completed and utilized (WAH). And, there should be many opportunities for community involvement, i.e. meetings, surveys, committees (FLN).

Schools should increase the quantity and content of information going to parents on overall school plans, operations, curriculum, staff changes, and how they can support the school (SEQ). Parents needed to be told how they can contribute to school goals so students will feel greater parent support (FLN, SHR, CHE, WAH, RIV/OK). And parents needed to be kept informed of what is going on at the school, so that information can be used to communicate with their children (FLN). Schools can provide parents with information and training on parenting (SEQ).

More opportunities needed to be created for parent/community involvement through meetings, surveys, committees (SEQ, WAH, SHR, CHE, FLN). Contact needed to be made at least annually with representative parents by visit, phone, or mail to provide input intn school policies, procedures, etc. (SHR). School board members needed to document information and input received from parents (SHR). A regular means for communicating with parents should be set up (WAH, CHE).

Procedures should be in place for making parents feel welcome and comfortable at schools (SHR, CHE, FLN) and parents who live nearby should be involved as volunteers, on curriculum and planning committees and in other ways (SEQ).

Schools should hold regular parent/teacher conferences (WAH, RIV/OK, SEQ) at least three times a year (SEQ), using mail and phone for parents living far away (SEQ). Schools should explore innovative ways of holding parent-teacher conferences -- over the phone, parent weekends, etc. (RIV/OK).

Report cards should be sent directly to parents (SHR, RIV/OK, SEQ) on a timely basis (RIV/OK) at regular intervals (SEQ), along with dormitory reports and other outcome reports (RIV/OK). Schools should maintain commu-nication links with agencies in the student's home area to facilitate interagency support (WAH). Indicators of student progress should be sent to agencies as well (SHR).

Because parent surveys indicated a high need for more communication to the homes, communication with parents should not be limited to progress reports, infraction reports, newsletters, and the school newspaper (WAH). Early positive teacher-written comments to the home were strongly recommended, with initial notes to be sent within the first two weeks of school (WAH). Mailing labels should be maintained for all students' families with that responsibility being valued enough to become part of the teacher performance appraisals (WAH)

VIII. Instructional Leadership

Strengths

The principal or assistant principal was **knowledgeable** about BIA and state education regulations, policies and guidelines (WAH, RIV/OK, SHR, FLN). The principal understood various philosophies that are effective with Indian education (SEQ).

The principal had high expectations of staff and students (SHR, RIV/OK). The principal reported that a **staff development** plan was on file and utilized throughout the term (SEQ). A professional growth policy was in place and there were frequent inservice activities (WAH).

The principal (SEQ) or assistant principal and teacher supervisors (FLN) or supervisory personnel (RIV/OK) were visible throughout the school. Teacher performance **appraisals** were completed within timelines and according the regulations (WAH). Supervisory personnel encouraged open communication and accessibility to students and staff (RIV/OK). The principal frequently communicated school's mission to personnel (SEQ).

Staff were supportive of and loyal to the principals (RIV/OK). The staff appreciate having regular staff meetings (FLN). At one school (SEQ), bi-weekly staff meetings were held with a focus on instructional issues and the principal sometimes involved students and staff in **decision-making** (SEQ). At another school (CHE), the department head had provided requested input into school's budget building process.

The academic department head had formed committees suggested in 1991 report (CHE) and the teaching staff was beginning to see that the academic department head was the instructional leader in the school (CHE). At another school (WAH), an building level support team was active.

Safety and appearance concerns received needed priority (CHE, FLN).

The principal **communicated** well with parents, the board and the community (SHR). The principal had done an excellent job of ending the school's academic isolation by upgrading the curriculum and creating partnerships with area institutions of higher education that were beneficial to students and staff (SHR).

Students were involved in mentor program provided by the tribe/Nation to enhance instructional programs (SEQ).

Areas Needing Improvement

The principal should learn more about Bureau/Grant education regulations/policies/guidelines (SEQ) and must be more active (SEQ, WAH) or extremely creative (FLN) in securing resources to enhance school programs and meet the great needs of the students (FLN).

A written teacher/staff **evaluation plan** and feedback process should be developed and disseminated throughout the school with a clear statement of what models or theories were guiding teacher evaluations and reviews (WAH). In another school (FLN), the staff evaluation process and appropriateness of criteria needed to be reviewed.

Assistant principals should schedule an adequate number of formal classroom observations each term and visit classrooms on a regular basis (RIV/OK). It was recommended that the principal involve himself in several formal classroom visits at one school (SHR) and in at least two formal classroom visits, in addition to the two informal visits already taking place, at another school (SEQ). Timely performance standards/appraisals should be prepared (SHR).

A coordinated staff development plan should be instituted based on the school mission, student outcomes, needs assessments and expressed teacher needs (RIV/OK The principal should review and interpret standardized test results and other indicators of student success with faculty to enhance achievement increases (SEQ). On-site training should be held as much as possible with all staff present (RIV/OK).

The principal should lead in the development of appropriate student outcomes (RIV/OK), reviewing/interpreting **student progress** with faculty, and considering modifications based on the results (RIV/OK, SHR, WAH, CHE). Staff needed opportunities to develop high expectations of staff/students to motivate them (CHE).

There was a strong need to improve instructional leadership. Vacant academic administrative positions needed to be filled as soon as possible (SHR). At one school (RIV/OK), it was recommended that instructional leadership responsibilities be assigned to assistant principals along with adequate time to fulfill them.

Principals needed to be highly visible in schools (SHR, CHE), actively supervising teachers to the full extent possible, providing them with every opportunity to improve, and taking appropriate action if they don't (SHR). Schools needed weekly meetings with subject area department heads (CHE). All academic staff needed to meet to address common issues once a month, with staff developing the agenda (CHE). The **academic** department head needed to follow-up to ensure timelines and schedules were met, including following-up with the curriculum committee (CHE).

There was a need to develop a system of academic administration to identify curriculum and instructional issues and insure internal compliance with policies and standards (SHR). Participatory management needed to be implemented to encourage effective, meaningful input of all stakeholders in decisionmaking, planning, and development (FLN, RIV/OK, SHR).

Administrators needed to have knowledge of instructional philosophies and recent research into teaching/learning styles, promoting those most effective with Indian students (FLN, WAH). Administrators must become leaders in acquiring this knowledge and instructional issues should be the focus of staff meetings (FLN).

Administrators needed to promote more staff development and training (FLN). Teacher **inservice training** needed to be a priority (CHE). Administration needed to formulate action plan that addresses teacher inservice for 1992-94. The inservice plan should be developed with input from all participants and should include planning, implementation and follow-up activities (CHE, WAH). The inservice activities should reflect needs assessment findings and academic needs and present a balance between humanistic and academic topics, as well as curriculum and instructional improvement, e.g. teaching strategies (WAH). The staff was also encouraged to receive training in cross-age tutoring, peer tutoring and cooperative learning practices before those strategies were implemented and all supervisory personnel should receive training in current clinical supervision strategies (WAH).

In particular, new staff should receive orientation regarding school policies/procedures/programs (CHE, SEQ, FLN), along with student/community information (SEQ) or student background/cultural information (FLN).

. At least one school (FLN) needed to revise its mission for the administration so overwhelmed by crises with the students' behavior, that they do not focus on administrative functions (FLN). Another school (SHR) must aggressively seek active development as a comprehensive high school. It needed to develop post-secondary options for juniors and seniors in the area of vocational education or work and to develop partnerships with current feeder schools to allow for identification and recruitment of students to better meet student needs.

At one school (SHR), the BIA should require development of a master plan with goals, objectives, timelines, costs, identified student populations, and realistic staffing projections that the Bureau would negotiate and formally sanction. (The mission of the school and the vision of the leadership were divergent and this was affecting the ability of the school to meet the needs of the current population).

The academic and homeliving administration must work closely and cooperatively to meet the unique needs of the students (FLN).

IX. Administration

Strengths

Teachers (CHE) and administrators were **certified** for their positions (SEQ, RIV/OK, FLN). Staff turnover was low (FLN, RIV/OK) with an average teacher tenure of five (CHE) to ten years (RIV/OK). Teacher salaries were competitive with surrounding communities and there were a number of applicants for each position (RIV/OK).

Administrators (CHE) were dedicated and determined to have a good school. They were aware of a wide range of problems that must be solved and believed many positive changes had already been made (CHE). The principal expressed a willingness to make changes to improve the school climate and the administration had participated in conflict resolution sessions with union representatives (CHE). Administrators were working as a team and attempting to work in their scope of influence (CHE).

School policy **handbooks** were current (CHE, FLN, SEQ) and complete (SEQ). The Student Handbook and Rights and Responsibilities were current and complete (SHR). Faculty and students handbooks were distributed throughout the school (WAH).

School board meetings were held regularly (SHR, RIV/OK, SEQ) and were well-documented (SHR, WAH, RIV/OK) and well-attended (SEQ). The board received adequate information (SEQ). Members were concerned and supportive and played a significant role making decisions about the school (SHR). Agendas and minutes reflected school programs and needs (WAH)

Administrative, finance, personnel, and procurement staff knew Bureau policies and procedures (SHR, RIV/OK). The staff had years of experience and did a good job of record-keeping and facilitating in their areas (RIV/OK). At one school (CHE), the record-keeping was exceptional.

Budgets were programmed when advices of allotments were received (WAH). Budget and staffing patterns were generally congruent (WAH). Expenditure control methods provided accurate accounting of funds, i.e. daily reconciliations were made with the printouts (WAH). Administration had established a requisition log to ensure follow-up on requisitions (CHE). The administration did a good job of obtaining adequate fiscal resources available from the Bureau (SHR) and in seeking other resources, such as Title V and equipment repair money (FLN).

Facilities were clean and attractive within budget limitations (WAH). The facilities management work plan is well done and specific (SHR).

Areas Needing Improvement

Staffing patterns must be appropriate to current student support needs and student instructional levels and goals (SHR, SEQ). Administration must be knowledgeable regarding Bureau, Contract or Grant policies/procedures (SEQ, SHR, CHE). The administrative structure at one school (SHR) needed to be clarified and flattened to increase communication, accountability, involvement, and efficiency. (Current practice showed five levels of administration from the Principal to the teacher. Removing some of these levels would increase teacher empowerment, improve services to students and reduce disconnection between administration and staff.) The academic department head (CHE) needed to ensure that teachers were submitting homework assignments to dormitory personnel as required. The role of outside advisors should be clarified with input from staff so they can truly meet identified needs and enhance school improvement (SHR).

All vacancies in dormitory staffing should be filled and it was suggested that advertising for the positions be expanded to a wider geographic area to include institutions that offer counseling programs (WAH). Administration must be able to hire facilities management employees on a permanent basis/a BIA administrative problem (FLN). At one school (RIV/OK), as soon as the principal is hired, a retreat should be held to discuss and agree on roles and responsibilities of administrators and School Board, especially to assure that assistant principals were given adequate time for instructional leadership duties, such as teacher coordination, evaluation, and support.

The **school board** should have had a significant role in school decision making (FLN, SHR, CHE, RIV/OK). Board members needed to be involved in budget development so they understand and approve allocation of resources, e.g. realignment of staffing pattern (RIV/OK). The board must be kept fully aware of needs and must review program in depth (FLN).

Vacant board of directors' positions needed to be filled as soon as possible (CHE). Schools should implement a school board policy of staggered three-year terms to ensure Board continuity (RIV/OK).

If the Bureau is going to continue to use a distant "school board" to give direction to an off-reservation school (CHE), then funding needs to be provided to allow board travel to quarterly meetings on campus in order to ensure that staff will have access to board to communicate concerns.

Current and complete school policy **handbooks** must be developed and maintained (WAH, CHE). Faculty and student handbooks needed to be reviewed and re-written to make them easier to read, to correct grammar and spelling errors, and to model good writing skills, readable language, and attractive presentation (WAH). The military jargon used extensively throughout the program should be eliminated as it is not suitable to an education setting and reflects an archaic, paternalistic orientation (WAH).

Administration needed to ensure the best educational program possible with current funding (WAH, CHE, SHR, SEQ). Administrators needed to be given more access to the teacher selection process and to have the best teachers for the students (SEQ). The budget must be clearly delineated, including cuff accounts (WAH). There was a need to reconcile some positions reflected in budget which were not programmed (WAH). An expenditure control procedure must be in place (FLN, WAH) with good records to track expenses (FLN).

Administration needed to tap all **available funding** (FLN, SEQ), including tribal procurement process (SEQ), to obtain adequate textbooks, supplies, materials, and student activity money on a timely basis. Administration must work closely with county, state, federal and tribal social service agencies to secure resources for services for students and for those who leave (FLN).

Budget planning must include all department heads who must consult with their departments to propose budgets. Budgets for each department needed to be justified and the board needed to hear the justifications. Staff and students should have been consulted in the establishment of priorities designed to address problem areas (CHE). The principal needed to meet with department heads to discuss funding, to assist them in problem-solving techniques, and to help them understand the budget-building process/ justification. Department heads needed to be empowered to make decisions within the scope of their influences on budget and personnel (CHE).

There appeared to be a need for extensive **team-building** and team planning (WAH, CHE, SHR). It was recommended that this training be done by an objective external facilitator (WAH). The principal must lead a major study involving all the staff in reconsidering the school's mission and possibly making major program changes (FLN). The principal (CHE) must draft a written plan to share decisionmaking, with deadlines for decisions by various representatives to impact the budget for 1992-93 school year. This action plan needed to be reviewed and revised with staff participation (CHE). Budget information should be shared with staff (CHE).

At one school (CHE), concerns in regard to notification needed to be addressed with the administration documenting that notification in a log. The administration also needed to take leadership in addressing complaints and communication concerns of the union in writing in a timely fashion and insist that management/union concerns be discussed prior to filing of position papers. Local union leadership needed to discontinue sending out position letters prior to discussion of issues with management. This only created an atmosphere of distrust and solidifies resistance to change. Both the administration and union officers needed to review the process of school board selection and set times for staff access to the board. Board agendas and meetings announcements should be posted. All school staff meetings should be scheduled once a month with a written agenda. Department meetings should be held once a week after school hours with minutes taken and distributed to staff.

Audiovisual and other instructional equipment needed to be kept in working order, with someone on-staff strained in its maintenance, and there needed to be a centralized check-out system for the equipment (SEQ).

X. Residential Hall Standards

Strengths

Dormitories were in compliance with 62 BIAM standards (WAH) and met Bureau and state dormitory facilities requirements in square footage, including health rooms (RIV/OK). The dormitory areas and grounds were clean and well-maintained (SHR, FLN, SEQ, WAH, CHE).

Dormitory **staff** was adequate (SHR) or very adequate (SEQ). Six attendants were on duty during non-academic hours, three for boys and three for girls (SEQ). Staff appeared more than adequate given student numbers at time of visit (CHE). Work schedules were arranged to ensure optimum coverage when students were not in classes (SHR). Peak loads were addressed with additional staffing (CHE). The dormitory was administered by skilled individuals with the authority to ensure successful operation (FLN). The dormitory staff had trust in and was willing to work with the students (WAH).

Homeliving space was adequate (SHR). Halls were modern (CHE) and home-like (RIV/OK, CHE) with areas for students to study (CHE). Student rooms were spacious (SHR). With only two students assigned per room (SEQ) or to most rooms (SHR), there was more comfort and privacy.

Academic progress was reported to dormitory staff (CHE) and **study times** were used to assist students in the residential setting (SEQ, CHE).

The counseling staff was part of coordinated effort to serve the students (CHE). **Supplemental programs** were being developed and implemented, including: an Intensive Residential Guidance program (WAH, RIV/OK, SHR) that was well run, well documented and effective (RIV/OK); an AODA program (FLN); a Solo Parent Program (SHR) (its location in the girl's dormitory was both compatible and complementary to the program); and the IHS's Clarke Behavioral Center and Health Clinic programs (SHR). In addition, other resources and alternatives were available to students through the Bureau's Pupil Personnel Services and the Guidance program (SHR).

Dormitories had well-written (RIV/OK) and applied policies and procedures (FLN, RIV/OK) published in staff and student handbooks (RIV/OK). Dormitory standards and **policies** and student responsibilities were published in the dormitory handbook (WAH). Student responsibilities included sharing the responsibility for cleaning and maintaining their rooms and homeliving areas (SHR). One school (CHE) had instituted a pass system to improve the sign-out system.

Areas Needing Improvement

Schools needed a written plan of operation for school banking program, leisure activities, housekeeping (SEQ, WAH, SHR, CHE, FLN), as well as a more efficient and accountable system for reporting/correcting hazards and/or maintenance problems (SEQ, RIV/OK). Playground equipment was in disrepair (WAH).

Schools needed written documentation regarding applicable standards pertaining to adequate staff/student ratios (CHE). At one school (SEQ), one person was both the dormitory director and IRG head. These duties should be divided into two FTEs so more time can be spent in both areas.

Communication between different branches of the staff needed to be increased and improved (WAH, CHE, RIV/OK). The residential department head needed to continue efforts to ensure communications and to work closely with other administrators in department head meetings to ensure dormitory concerns were discussed (CHE). The academic department head needed to follow up to ensure reports were made to dormitory staff (CHE). The security director and facilities management director needed to work together to assure that facilities work, transportation, and security were handled in a manner most beneficial to students (RIV/OK). Schools should develop procedures to reward, recognize, or commend staff for excellence or innovation (WAH).

Schools should have an ongoing, organized (RIV/OK) **staff development/ training** plan (SEQ, SHR, RIV/OK) which includes on site training of present staff (RIV/OK). The BIA should be approached about coordinating this training for all boarding schools, as well as providing stipends for summer or vacation training (RIV/OK). The entire dormitory staff needed training to deal effectively with social and emotional problems of students (FLN). Dormitory personnel needed first aid training (SEQ). Qualifications for new dormitory staff should be increased (RIV/OK).

Counseling services must adhere to applicable counseling standards (SEQ, FLN). Additional counselors needed to be hired (WAH), including a dormitory counselor (SEQ). A comprehensive team-building and team-planning retreat was encouraged (WAH) along with more specialized counseling services (FLN).

A **systemwide counseling plan** to meet the needs of the whole student should be developed, with input from all staff. This plan should include provision for timely delivery of services and for greater integration of academic and homeliving counseling programs for students who need to draw upon both services (WAH).

More **homey surroundings** needed to be created in the dormitories (FLN, SEQ), e.g. use more pictures on the walls (FLN) and plan more attractive furniture for the boys' dormitory (SEQ), rather than present sterile environment (FLN). Whenever possible only three, rather than four, students should be assigned to a room (FLN). (FLN's residential program received a waiver because it does not meet minimum space footage requirements.) There should be greater consistency in the attempt to create a homey atmosphere; bedrooms in the boys' dormitory in particular needed to be personalized (WAH). One school (SHR) should consider the Cottage/Parenting concept for its Homeliving Units.

Dormitories should offer a variety of **activities and materials** including computer games, reading materials, ping pong, a stereo, bulletin boards, craft programs, woodworking, and organized intramural sports (WAH). Study hours and tutoring programs needed to be started in the dormitories (WAH). If necessary, schools should consider updating encyclopedias and making available more general reference materials to reinforce dormitory study time (SEQ).

A **written description** of the dormitory program should be included in the student handbook (FLN, WAH, SHR, CHE). Dormitories should have a written statement of purpose coinciding with the school's mission (RIV/OK). The dormitory program must be extension of academic program, providing academic as well as personal support to students (FLN). Fireproof file cabinets should be purchased for dormitory records (WAH).

Schools needed to have written descriptions of **supplemental programs** (WAH, SHR, FLN). Coordination of support services should be clarified and strengthened with assessment of student needs and monitoring of student progress. The information should periodically be shared with parents and appropriate personnel (SHR). Inservice trainings requested by the staff -- on AODA methods, conflict intervention and physical restraints -- should be held (WAH). The Intensive Residential Guidance program should be enhanced through contact with academic process (SHR). One IRG program needed to be re-evaluated as to whether it is a supplemental service or providing the base program (FLN).

Schools needed to look at all resources including Chapter I, Special Ed, Foster Grandparents, volunteers, etc., to provide additional tutoring for all students who need it, to increase access to library/media services and to teach good study habits and skills. (RIV/OK). A Big Brother/Big Sister program might be instituted to provide more stability and support for students in dormitories (SHR). One school (RIV/OK) should meet with local IHS Director to secure full-time registered nurse or to develop a plan to meet the basic health needs of all students.

Administration at one school (SHR) should consider a major revamping of the **student activities** program, separating recreation/student activities from athletic programs in order to increase the priority of the former. The school should organize and implement more planned activities for the general student body, especially on weekends, to lessen alcohol and drug abuse. The school needed to commit additional resources, funding and staff to strengthen student activities program. Greater utilization of the swimming pool and the gymnasium should also be promoted (SHR). At another school (WAH), student activities should receive adequate advance planning.

One school (SEQ) needed a system of accountability that included attendance checks in the dormitory/school and systems for passes. That school may want to take regular hourly headcount of students and consider locking the dormitories.

At least one school (SHR) must address the high rate of attrition. Expulsions have been increasing and parent withdrawals are high. The school needed to review and carefully study the phenomena and then design strategies to address this issue

BIA ACADEMIC STANDARDS COMPLIANCE

Wahpeton and Riverside Indian Boarding Schools met all standards.

Standard I - Philosophy and Goals

Chemawa Indian Boarding School needed to revise its philosophy and goals and needed $500 to mail the statements out to constituents for review.

Standard IV - Curriculum Development

Flandreau Indian Boarding School had no non-certified staff on its curriculum committee. This was still the case at the time of the validation visit.

Standard IX - Secondary Instructional Program

Sequoyah Indian Boarding School's science and home economics labs did not meet health and safety standards. The school needed $10,000 for its science lab and $15,000 for the home economics lab. This was still the case at the time of the validation visit.

Sherman Indian Boarding School had no driver's education course for students. It was not a state requirement.

Chemawa Indian Boarding School was not well-coordinated with feeder schools for the purpose of providing career direction. School officials cited a need for $25,000 to hire the necessary staff to do this; another $1,500 was requested to repair woodshop equipment.

Standard X - Grading Requirements

Chemawa Indian Boarding School did not have report cards signed and acknowledged by parents. A sum of $300 was requested to implement a card return procedure.

Standard XI - Student Promotion Requirements

Sequoyah Indian Boarding School had no policy regarding student promotions, but the school does follow state guidelines.

Standard XII - Graduation Requirements of High School

Sequoyah Indian Boarding School did not offer three units of math as required. The validation visit found more than three units were offered, but the school followed state guidelines in which only two were required courses.

Standard XIII - Library/Media Program

Sequoyah Indian Boarding School did not have 20 periodicals as required, but did at the time of the validation visit.

Sherman Indian Boarding School did not have a full-time library aide as required.

Chemawa Indian Boarding School needed $500 needed to purchase 12 more periodicals to meet the standard.

Standard XIV - Textbooks

Sequoyah Indian Boarding School had no textbook review committee; but one was established at the time of validation.

Sherman Indian Boarding School had no parent representatives on the textbook review committee.

Flandreau Indian Boarding School did not have parents or school board members represented on the textbook review committee. This was still the case at the time of the validation visit.

Standard XV - Counseling Services

Chemawa Indian Boarding School needed $65,000 to provide the required counselor/student ratio. The school was using the services of the psychologist and a health teacher to assist with the counseling load.

Standard XVI - Student Activities

Flandreau Indian Boarding School had not submitted a student activity plan to the Area EPA. This was still the case at the time of the validation visit.

Waivers

Flandreau Indian Boarding School has a waiver to follow South Dakota state regulations regarding the number of required instructional days (175 instead of 180).

NATIONAL DORMITORY CRITERIA COMPLIANCE VALIDATION

Chemawa Indian Boarding School --

On the secondary level, the school stated a need for another counselor and for training for the present counselor. To meet the standard, either the present counselor must be certified or another counselor must be hired.

The school stated a need for more homeliving supervisors, additional dormitory aides, and tutoring services for the dormitory program. The cottage dormitories present a unique situation affecting numbers of staff needed.

Flandreau Indian Boarding School --

Homeliving/discussion groups for students needed to be held on a weekly basis, rather than monthly.

The school has a waiver regarding space requirements in dormitory rooms.

Riverside Indian Boarding School --

The school meets all standards.

Sequoyah Indian Boarding School --

The school meets all minimum standards.

Sherman Indian Boarding School --

In the homeliving program, necessary toiletry items were not made available to those students who were economically unable to provide for them.

Wahpeton Indian Boarding School --

The school met all minimal concerns. However, the validation team recommended that bedrooms in boys dormitories be personalized and that dormitories provide a variety of items and activities, including computer games, reading materials, ping pong, a stereo, wall posters, bulletin boards, craft programs, woodworking, and organized intramural sports.

It was also highly recommended that a study hour and tutoring program be established and that the school provide counseling services to students both in their academic and homeliving environments.

ORBS Exemplary Practices

In the course of evaluating Off-Reservation Boarding Schools, a number of exemplary practices were identified:

Instruction

At **Flandreau Indian Boarding School,** some teachers provide instruction based on recent research in teaching and learning and on information about learning styles of students. **At Wahpeton Indian Boarding School,** the science program is the highlight of the academic program.

Retention

Sequoyah Indian Boarding School has exemplary class completion rates, test scores have improved and the number of graduates has increased over the past three years.

Extended Learning Time

Chemawa Indian Boarding School offers night classes for those students who may need additional credits to catch up or to graduate.

Integration of Culture / Respect for Culture

Sequoyah has strongly integrated tribal culture into all curriculum areas and shows an overall respect for that culture. Students are well behaved and well disciplined and rate their teachers as fair, caring, and enthusiastic. **Riverside Indian Boarding School**'s practice of bringing community elders into the dorm for cultural activities, talks, etc., and the honoring banquet for these volunteers exposes children to culture and role models and to put values in practice.

Library

Wahpeton's library and library related activities far exceed minimum standards and is closely integrated into the academic program. **Flandreau**'s library and library activities are exemplary.

Counseling

At **Flandreau**, efforts to improve counseling program are commendable, with an academic counselor at each grade level and an AODA and career counselor in the dorms.

Substance Abuse Program

At **Riverside**, the Charlie Jones Project assists students with chemical abuse behavior, poor academic achievement and attendance, and severely disruptive behavioral and emotional problems. Fully funded by the IRG monies, the program is designed for 14-18 year olds. It includes students with demonstrated problems and those voluntarily seeking help. It provides psychological tests and assessments, psychiatric evaluation, educational assessment, historic profile, cultural/spiritual assessment, and orientation. Services include AA/NA meetings, counseling, field trips, recreational activities, cultural activities, tutoring, nutrition, and health care.

Chemawa's drug and alcohol program is exemplary. Significant progress is being made to reduce drug and alcohol problems. The staff has a positive relationship with the IHS drug-alcohol staff.

Recordkeeping

Administrative support staff' at **Riverside** is doing a good job of record- keeping and facilitating their areas, e.g. budget, procurement, personnel, and clerical. At **Chemawa**, recordkeeping is exceptional.

Staffing and Credentials

At **Sequoyah**, staff members are properly certified and assigned. A high percentage are Indian (4 out of 4 administrators and 20 out of 22 teachers).

School Board Involvement

The **Sherman Indian High School** Board is concerned and supportive and makes significant decisions about school policy.

Attitudes / Expectations

Riverside has a strong ability to involve the local community in providing activities and incentives for students. The overall behavior and attitude of the students is friendly and outgoing. **Sherman**'s current administration has established partnerships with higher education and has strong desire to upgrade school.

Dormitories

At **Riverside** and **Sequoyah**, the overall climate and maintenance of the dormitories and their home-like atmosphere is excellent.

RECOMMENDATIONS

BASED ON SUMMARY REPORT

1. To create better boarding schools, there must be a more careful selection of administrators.

a. Job descriptions must be redefined based upon school transformation models.

There is a new population of students whose experience and needs differ dramatically from students 20 years ago. There is new research and documentation regarding learning styles most effective with American Indian students -- learning styles which teachers are just beginning to practice and implement in Indian boarding schools. These changes cannot be made with old-school administrators. Off-reservation boarding schools need **change agents** to help them meet these challenges.

Our current educational systems are deteriorating because our schools are changing into high-risk institutions, but our administrative and instructional staffs are not keeping abreast of or ahead of the changes. Administration in all the many schools has become defined as crisis management. Administrators are often so busy putting out fires that they have little time to provide instructional leadership, management, and the vision needed to identify and promote changes that will enhance student learning. It is difficult for administrators to be pro-active when they feel they are under siege.

Many of our administrators, who were trained and competent to run old-style schools, are not trained or experienced in high risk institutions. To save our schools, the Bureau must seek out and employ administrators who already have a **track record of positive systems change**, as well as effective communication and management skills. These management skills must include the ability to foster teamwork, involving all educational stakeholders -- teachers, parents, students, community members, unions. They all need to have a voice in shared decision-making and shared governance. In some cases, this means providing the training necessary to enable those stakeholders to become effective decision-makers.

There is a need for administrators with an awareness and appreciation of **recent research into learning styles** most effective with Indian students and who are also able to successfully encourage adaptation of these learning strategies into curriculums and classrooms.

And, as the number of students designated as needing Intensive Residential Guidance increases in all of our schools (it makes up a very high percentage of most boarding school populations), the Bureau must hire administrators who are **skilled in working effectively with high-risk students.**

b. Because our administrators are chosen by hiring boards, the board members themselves must be trained to understand and appreciate the need for selecting administrators who can serve as change agents in order to equip our schools for increasing challenges as they enter the next century.

This training should be done by objective agents who are also allowed to serve in advisory capacities on the hiring committees.

c. There should be full competition for administrative posts and advertising for candidates must be more extensive, covering a wider geographic area in the search for qualified, certified personnel.

There is a pattern of transferring troubled school principals from a hot-spot to another site where they create similar problems. **The Bureau should end this practice of automatically transferring administrators in difficulty**. There should be full competition for administrative posts and, although Indian preference is important, the primary qualifications should be experience, proven effectiveness and a positive track record of Total Quality Management.

2. To create better boarding schools, there must be team building and shared management involving all stakeholders in the educational process and outcomes.

Ken Taylor, Superintendent of the Sherman Indian Boarding School in Riverside, California, says we have to break the mold and start over with a new system of thinking. The old educational paradigm which was top-down hierarchy, with stratified levels of decision-making and autocratic rule, did not allow for input from those affected by the decision. The old on-line authority contributes to employee class distinction and alienation.

Our schools need to adopt a new philosophy of **shared governance** necessary for overall planning and improvement. The schools need to provide training to develop **team building and team planning**. Principals need to actively promote and encourage total involvement of all stakeholders to take part in making those decisions that will directly impact them, with the administration providing needed information in a supportive, respectful, positive relationship.

Principals need to **empower the staff** to set departmental goals and to make basic decisions that effect their departments. Administration and department heads need to be held accountable for departmental goals as they are delegated power to make basic decisions that effect their departments.

In addition, administrators needs to reorganize communications systems between instructors and homeliving staffs and parents and administrators and the community/tribe/Nation. Schools need to install 1-800 telephone lines for input from parents where those lines are not already in place.

Where management and union relations are an issue, both groups must work to establish mutual trust. Team-building and shared governance will minimize union-management problems because teachers, as problem-solvers, will become part of the management.

Administrators must abandon practices which foster a siege mentality or result in low morale creating lowered expectations and lowered student success rates. More must be done to create an environment where all workers feel purposeful and where teachers feel free and empowered and are happy, motivated, and productive.

3. To create better boarding schools, schools must define their purpose and limitations and then use these to follow a practice of selective admissions.

We need to review the policy of "taking all students no matter what."

Currently, the boarding schools are being used as "a dumping ground" for high-risk kids, according to one official at the Santa Fe Indian Boarding School. Bob Jones, business manager of Flandreau Indian Boarding School, said "These are the high end of the high risk kids." Off-Reservation Boarding School students have significant mental health problems (i.e., physical, sexual and emotional abuse, neglect, conduct disorders, depression, suicide attempts, dysfunctional families, grief, anger, addictions, victimization, racism, and gang violence), according to Jones. As a direct result, the students' educational, social, and mental health development suffers.

Boarding schools admissions criteria need to be reviewed to **resolve the divergence between the revised school mission/goals/direction and student population and the divergence between the abilities of schools to service their students and the needs of the highest of high-risk students**.

Joe Abeyta, superintendent of the Santa Fe Indian Boarding School, says boarding schools do not have the funds or the resources to deal with the out-of-control kids -- kids who have been pushed out of public schools and who have become the pains of the tribal court systems. "Indian educators are telling a lie if we say we [alone] can deal with them, he says. "These kids need special treatment and focused help.... We as educators can't do it -- we're not equipped."

A former teacher at Wahpeton Indian Boarding School said, **"We've had troubled kids before, but now they're endangered."** Wahpeton reported that various indicators and assessment tools (student interviews, discussions with social workers, on-site observations, students records, visits with home school officials, administration of the Adolescent Drinking Index, etc.), led the counseling staff to conclude that "at least 95% of our student population either come from homes where someone significant abuses alcohol or drugs or they themselves are using and abusing drugs."

An official at another ORBS school indicated that, of 74 students total-sampled in a mental health assessment, 72 were found to be suicidal. At the same school, the tribal government moved its juvenile court facility onto the school grounds because it minimized the complications involved in transfering the many students between the campus and the court.

In a draft of his position paper "Off Reservation Education: An Alternative in Indian Education," Abeyta said: "... troubled teens ... manifest a myriad of behavioral and health problems. Normally such programs are staffed by mental health and other medical specialists. They are patient- or client- centered, usually intensive. They may involve an educational component, but normally their goal is to return the patient to a mainstream environment."

With limited specialized services, however, **we hurt the highest risk kids** instead of helping them. Abeyta said: "Because one of the principal objectives is to facilitate success, to build self-confidence and self-esteem, placing a dysfunctional person in a school setting in which he or she must compete with other individuals, fosters the negative behaviors and further deteriorates support including self-esteem and self-confidence, which are absolutely necessary for success."

"Moreover, the behavioral or coping skills of the dysfunctional person detracts from the other members of the group (school), drains the physical and psychic energies of teachers and staff and places the institution at risk," Abeyta said. "In our race to meet the needs of these students, we have lost sight of what we are, an educational institution. **We fail to serve the dysfunctional student, his or her family and community, the courts, as well as the other students and our entire institution."**

Ken Taylor, superintendent of Sherman Indian Boarding School in Riverside, California, said that boarding schools should not have to take extremely troubled students, but they do so because of pressure to raise enrollments, because administrators don't think they have a choice in which students they enroll, and/or because the BIA, agencies, or tribes are pushing troubled students on them. One school reported that an "honor" student sent by a BIA official turned out to be a drug pusher whose grades were Ds and Fs.

Mark Wilkerson, acting principal of the Theodore Roosevelt Indian Boarding School, calls the situation "real frustrating." He says we must "recognize their [the high-risk students] uniqueness and admit it .... Why aren't they in their local schools?... Let's own up to it -- they've been thrown away. Let's recognize it, admit it and look at expanded approaches and expanded funding."

Schools should consider plans to **admit more heterogeneous student populations with highest risk IRG students being sent to alternative treatment centers.**

4. To create better boarding schools, all staff need to be provided with on-going opportunities for staff development and in-service training.

More money needs to be allocated for the training and development of all staff. Currently, U.S. corporations spend more than 9% of their annual budgets on training and development, while American schools spend less than 1%. With that kind of an expenditure, how can we expect to bring about the **systemic change** needed to meet the needs of today's students.

On-going development and training is essential to prepare staff to meet the unique academic, social, emotional, and health needs of residential students and to bring about the change needed to fully participate in shared management. Development should be based on a comprehensive needs assessment and staff requests.

Trainings **for residential and instructional staff** should include IRG behavioral management, discipline policies, crisis intervention, decision-making, and current research on instructional methods most effective with American Indian students. In addition to on-site training, selected staff members should be sent to observe successful models in their regions.

Administrative and instructional staff also need training in **authentic assessment** techniques, including experiential activities and group testing, which can be used as an alternative to criterion-related preference or standardized testing to measure unique cultural skills, native language and artistic abilities, survival skills and special strengths of American Indian communities.

In some schools, training also needs to be provided in curriculum development emphasizing process as well as content with scope and sequence delineated to appropriately address the school's set goals and to identify and build upon students' skills.

Staff development must provide opportunities and activities which serve to raise teachers' expectations of students and encourage teachers to create exciting learning opportunities with cultural context and relevance to their students' lives and future careers. **Writing activities** should be incorporated into the curriculum and every subject should offer students a chance to express themselves and validate their own backgrounds as a basis for learning.

High priority needs to be given school-wide to student morale as a reason for the high drop-out rate with changes made in school programming to increase retention.

5. To create better boarding schools, schools must upgrade the instructional and support facilities.

The schools need additional **resources for repairs** and upgrading of their physical plants. At one campus visited, huge chunks of the wall were gone and pieces of the 1920s tin ceilings had fallen to reveal leaking, corroded water pipes up above. Instructional areas must be made **safe and functional.** For instance, how can a chemistry lab function without running water and working gas burners?

School environments must be modified to minimize time off-task and lack of security. Administrators need to develop **long-term plans for facilities** improvement and management.

6. To create better boarding schools, dormitory facilities and personnel must be upgraded and improved.

Surroundings need to be **more homelike** (with wall decorations, upholstered chairs, rugs and carpets, etc.), rather than sterile environments. There needs to be some connection with the students' native culture(s). This can be done through the use of decorations, cultural artifacts, and donated items from the community.

Study areas should be established in the dormitories, separate from the television room, with adequate resources.

Where school dormitories are understaffed, **adequate staff** must be hired. All dormitory staff should be skilled and have sufficient knowledge of student educational, social and emotional needs. Staff must like and be **actively involved** with the students, and be able to motivate them.

Written **policies and procedures** should be in place, including procedures for handling emergencies. **Adequate counseling services** must be offered and should be closely coordinated with the academic counseling services. Schools must ensure the safety and security of all students, instituting **positive behavioral management** techniques, including student rewards through an honor system and honor dorms with increased privileges.

Wherever possible and whenever new housing is built, **small units or cottages** should be created to provide safe alternative nurturing home environments with reduced student/staff ratios. The staff should serve as surrogate parents, living with students in these units/cottages. Whenever possible, students of different ages should be grouped, be assigned family-type responsibilities, and be encouraged to care for one another.

7. To create better boarding schools, student activities must be revamped to assure active and positive use of leisure time, to keep television from dominating the lives of the students and to give students alternatives to leaving campus.

Student **recreation programs** should be developed separate from athletic programs with a wide variety of planned, **organized activities**, including those involving tribal members and incorporating the students' **native culture**(s). A variety of **equipment** should be available for leisure-time activities.

Homeliving programs should be developed to increase students' **family life interaction and parenting skills**, with boys as well as girls encouraged to participate in the parenting classes.

Schools need to build in **evening study hours** to extend learning time. This will require extended access to library facilities and increased resource materials in the residential dormitories. Dormitory programming should be coordinated with academic programming.

8. To create better boarding schools, adequate resources must be made available and the most efficient use must be made of those resources.

Adequate government monies must be made available to meet the **increased needs** of today's students. Even with the highest of the high risk students sent to alternate facilities, boarding schools still need to supply crisis intervention and therapeutic services to their students. In one state, therapeutic treatment centers currently spend $6,000 a month per child, while off-reservation boarding schools spend $6,000 a year (see attachment).

Administrators need to define key school needs with input from all stakeholders and then develop **detailed plans** to meet those needs on a timely basis. Administrators then must **pursue all available sources of funding**, including other agencies (state, county, federal) and tribes/Nations to provide for students' needs, using tribal fundraising expertise whenever possible in research and writing.

9. To create better boarding schools, administrators must stimulate the informed involvement of the School Board.

School board composition must assure **representation of all students**, including those from distant tribes. Board members must be **trained in the benefits of systems change**, in order to meet the needs of today's students and the challenges facing today's educators.

1994 Rates for Residential Child Caring Institutions

Therapeutic child caring institutions in Wisconsin have established the following 1994 rates for their services:

Child Caring Institutions	Monthly	Daily
A Better Way	$ 3,917	$128.78
Carmelite Home, Inc.	4,045	132.99
Chileda Habilitation Institute	5,461	179.54
*Eau Claire Academy	NA	163.73
Family and Children's Center	NA	130.00
Homme Youth and Family Programs	4,647	152.77
Lad Lake	4,595	151.07
*Martin Center, Inc.	3,595	118.19
Martin Luther Centers	4,647	152.77
New Horizon Center, Inc.	3,904	128.35
Norris Adolescent Center	4,183	137.52
Northwest Passage	4,045	132.99
Oconomowoc Developmental Training Center	5,364	176.35
Our Lady of Charity Center, Inc. (Family Programs)	4,692	154.26
Parsons House	NA	101.65
Rawhide, Inc.	4,288	140.98
Rawhide, Inc. - Catch	1,429	46.98
Rawhide, Inc. - Catch Plus	2,144	70.49
Rosalie Manor	4,098	134.73
St. Aemilian - Lakeside	4,270	140.38
St. Charles, Inc.		
Continuum of Care - Boys	3,159	103.85
Continuum of Care - Girls	3,200	105.19
Youth Development Center	3,749	123.27
St. Coletta School (8/1/93 - 7/31/94)	3,295	108.33
St. Rose Residence, Inc. - Main Unit	4,395	144.50
Sunburst Youth Homes, Inc.		
Regular Program	NA	156.23
Sexual Offenders Program	NA	167.07
Taylor Home, Inc.	3,040	99.95
Tellurian Community, Inc. - APOGEE	4,709	154.83
Tomorrow's Children	4,228	139.00
Transitus House	NA	49.61
Turning Point (Milwaukee)	3,527	115.96
*Willowglen Academy, Inc.		
Central Annex and Main Unit	4,573	150.36
Central, East, North and Oklahoma Annex	4,413	145.10
*Wyalusing Academy	NA	137.85

*Denotes proprietary status

The above information was provided by the State of Wisconsin Department of Health and Social Services/Division of Community Services.

"IN SUPPORT OF (THERAPEUTIC) INDIAN RESIDENTIAL SCHOOLS"

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Phoenix Indian Medical Center
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THERAPEUTIC INDIAN RESIDENTIAL SCHOOLS

STATEMENT OF PURPOSE

THIS INITIATIVE SHOULD REPRESENT A COLLABORATIVE, COORDINATED AND COMMITTED EFFORT BY THE BUREAU OF INDIAN AFFAIRS AND INDIAN HEALTH SERVICES TO SUPPORT THE EFFORTS OF AMERICAN INDIAN STUDENTS, FAMILIES AND TRIBES IN TRANSFORMING THE REMAINING OFF-RESERVATION BOARDING SCHOOLS INTO *THERAPEUTIC RESIDENTIAL SCHOOLS* THAT ARE:

CLEAN, SAFE, STRUCTURED AND SUPERVISED,

NOT ONLY DRUG FREE , BUT ALSO TEACH AND PROMOTE HEALTHY AND PRODUCTIVE ADULT LIFESTYLES, ATTITUDES AND BEHAVIORS,

MAXIMIZE ACADEMIC ACHIEVEMENT AND TALENT DEVELOPMENT,

AND LASTLY, BUT MOST IMPORTANTLY, NURTURE AND ENCOURAGE STUDENTS TO BECOME CONSCIOUS OF THEIR ANCESTRAL IDENTITIES, CULTURES, TRADITIONAL VALUES AND PRACTICES; AND AWARE OF THEIR CONNECTION AND RESPONSIBILITY TO INDIAN PEOPLE.

IN SUPPORT OF (THERAPEUTIC) INDIAN RESIDENTIAL SCHOOLS

I. STATEMENT OF PURPOSE

II. PREFACE

III. NEED AND RATIONALE FOR THERAPEUTIC RESIDENTIAL INDIAN SCHOOLS

IV. CRITICAL ISSUES, QUESTIONS AND CONCERNS

V. RECOMMENDATIONS

VI. SUMMARY

VIII. (BIBLIOGRAPHY)

IX. (APPENDIX 1) PROPOSAL FOR A "THERAPEUTIC COMMUNITY MODEL" RESIDENTIAL SCHOOL

PREFACE

What is a Therapeutic Indian Residential School?

THERAPEUTIC

The choice of the word therapeutic as the primary descriptive adjective of this concept, proposal, and project is the result of one of the most significant "struggles" that occurred during the year and a half of meetings and discussions of the "Working Group on Therapeutic Indian Off-Reservation Boarding Schools" that transpired between September, 1992 and February, 1994.

Over an 18 month period representatives from the Bureau of Indian Affairs (BIA) and Indian Health Services (IHS), along with educational and psychological consultants, principals and school board members of the off-reservation boarding schools met to discuss the concept of "transforming" some (all?) of the existing off-reservation boarding schools into Therapeutic Indian Residential Schools.

The word therapeutic immediately connotes for most people the images of crazy and/or dangerous people and behaviors, psychiatrists, medications, therapy, therapists, social services agencies, clinics, psychiatric hospitals, etc.

In general, therapeutic is a word that most people associate with mental illness and/or a variety of "client/patient" interactions with "credentialled" professionals with various professional degrees, types of training and experience in dealing with emotional, social interpersonal and dysfunctional "problems and behaviors".

In its most positive connotation, therapeutic is applied to theories, techniques, interventions and individuals dedicated to enhancing and/or restoring mental health.

There was consensus (of the Working Group) that active and ongoing participation, involvement and accessibility of appropriately trained mental health professionals in all aspects of the student's residential and educational activities and experiences is the unique and critical aspect of Therapeutic Indian Residential Schools.

There was much discussion among participants of the working group about the appropriateness, meaning, necessity and implications of the word Therapeutic. Other descriptive words (holistic, wellness, healing, and others) were discussed and discarded due to variety of reasons and objections.

It was an understanding of the root of the word therapeutic that was the most convincing support for its use. The root of the word *therapeutic* means "to heal, at attend to, to minister to..."

After (despite) much discussion over the word, itself, it was agreed that the word Therapeutic best reflected our intentions and understanding that the true purpose of this initiative is to create a school that can attend to, minister to, and heal Indian students.

* It was the author's choice to put the word Therapeutic in parentheses( ) in the title of this document. The ultimate goal of this process and project is to make the word (Therapeutic) unnecessary and redundant.

INDIAN

The words Indian, Native American, American Indian/Alaskan Native will be used interchangeably throughout this document.

The word Indian is used in the title of this document with the acknowledgment that this is more duc to convenience and familiarity, than a true appreciation of what Columbus meant when he wrote back to Spain in the 15th century, stating that the native people he found in this new (to Europeans) world were **"In Dios"**, later Anglicized to **Indian**. Columbus stated that ..."the people were in Dios, god-like, in the spirit of God". It is in this spirit that the word Indian is respectfully used.

One of the most poignant statements made during the meetings of the Working Group was "...the sole purpose of the BIA boarding schools has been to 'take the Indian out of the Indian'. What we need is a school that puts the Indian back into the Indian".

RESIDENTIAL

Replacing the word Boarding with Residential is a seemingly uncomplicated and logical conclusion that has profound implications.

The historical legacy and societal impact of US government funded and administered Indian Boarding Schools upon Indian people is one of shame, embarrassment, submission, abuse, assimilation, controversy and ambivalence.

Many of the problems that are widespread in Indian country today; alcohol, substance, physical and sexual abuse, dysfunctional parents and families, unemployment, illiteracy (in English and tribal languages), depression, helplessness, self-destructive and suicidal behaviors are felt by many Indian people to have been directly caused or indirectly fostered by US government-mandated boarding school attendance by Indian children for over 5 generations!

There are many knowledgeable and wise Indian people who feel that the "time has come for the boarding schools to close". There are also wise and knowledgeable Indians who believe that the boarding schools did (and can) offer a positive alternative and opportunity for many Indian students.

All of these individuals would agree that the old mission of the boarding schools (assimilation and conformity) must be replaced with a new mission that seeks to undo over 100 years of "mis-education" of Indian people and prepare today's Indian students for the 21st century.

Going from boarding schools to therapeutic residential school(s) is a paradigm shift in the educational growth and development of Indian people.

SCHOOL

The word school was left in the title of this concept, proposal and project as a clear statement and affirmation that the primary focus of these institutions is the "education" of Indian students.

By developing and integrating the physical, emotional, psychological, cognitive, social and personal growth and development of each and every student; and creating a safe, structured, supportive, challenging, caring and nurturing environment, the Therapeutic Indian Residential Schools will redefine existing definitions, standards and expectations of "education".

THE NEED AND RATIONALE FOR (THERAPEUTIC) RESIDENTIAL INDIAN SCHOOLS

To decide the future direction of an educational institution is to chart the destiny of a people...

Adolescent and school age children represent a significant segment of the Native American Indian population (>50%). The education, physical and mental health of school age Indian children and adolescents must become a major priority of all Indian people, tribes, communities and those government agencies that have a "trust responsibility" to meet these needs.

Direct observation, discussions with teachers and staff and statistical analysis have, and continue to, dramatically document that a significant ("easily >50%") segment of the current student population attending the off-reservation boarding schools are HIGH RISK and close to 100% are AT RISK, according to current definitions and societal norms.

In many ways, the pervasiveness of various forms of abuse (physical, alcohol, substance, sexual, emotional, racial and cultural, spiritual historical and generational) among Native Americans suggests that most Indian children and adolescents are High Risk or At Risk.

However, the myriad of emotional, cognitive, psychological and behavioral problems that students "bring with them" to the off-reservation Indian Boarding Schools merely (starkly) reflect the predictable outcome of 500 years of physical, sexual, mental, psychological and spiritual abuse, neglect and systematic oppression

Therapeutic Indian Residential Schools offer the opportunity to develop a new type of school that fills a significant void in the existing educational and mental health systems.

Currently, children and adolescents that have significant behavioral, psychological and emotional problems receive mental health intervention in the following types of "treatment" facilities and programs:

psychiatric inpatient hospital programs (short term)
residential psychiatric treatment centers (long term)
substance abuse treatment centers (short/long term)
Juvenile Detention Facilities and jails (short and long term)
Group Homes
Foster Homes

In many of these instances, the child or adolescent is the only one (or one of few) Indian(s) in the setting. And rarely are these children or adolescents exposed to positive and productive Indian adult role models in "treatment" programs.

In each of these settings, the educational development of the child or adolescent is not a primary focus or concern. Mental health treatment facilities commonly provide the minimal classroom instructional time as needed to meet state educational requirements. In most cases, this translates into one or more teachers with Special Education certification providing the residents of the treatment program with remedial classroom assignments and homework ("busy work").

By going into "treatment", a child or adolescent usually risks a significant disruption of her/his academic development.

Many students at the off-reservation boarding schools are currently "classified" as, and receive services from, a myriad of programs and funding sources including:

Mental Retardation (MR)
Severely Emotional Disturbed (SED)
Developmentally Delayed
Handicapped and Special Needs
English as a Second Language (ESL)
Exceptional Needs
Special Education
Gifted and Talented
Learning Disabled LD

Teachers and staff at the off-reservation boarding schools (and at most public and private schools in America) report that it is becoming increasingly difficult to actually "teach" because of the widespread prevalence of disruptive behaviors and emotional/psychological problems of some (if not many) of their students.

In particular, many (if not most) teachers and staff report "not feeling safe" at their school. One of the most frequently heard comments from teachers is that "the students control the hallways, bathrooms and the parking lots". Physical violence, robbery, intimidating and threatening behaviors, hand guns, gangs, drugs, alcohol and poverty make many schools unsafe and incapable of supporting or nurturing academic and personal growth and development.

Discussions with staff and teachers at the existing off-reservation boarding schools overwhelming substantiates the following **"profile" of many (" >50% ") of current students at their boarding schools**:

"not wanted by, or unable to function within available family and/or community"

"at least 2-3 grade levels behind in math and reading skills, but a really bright student in a lot of ways"

"low self-esteem, poor motivation and uncommunicative"

"either has alcohol/drug abuse problem or has been negatively impacted by a family member's alcohol/drug abuse problem"

As a result, more and more students are being referred by schools for mental health and social services intervention, including residential treatment.

*** Of note is that a SIGNIFICANT AMOUNT OF TRIBAL , BIA AND IHS MONEY is currently being expended to place Indian children and adolescents in these types of treatment facilities, "out of their homes and communities and off of the reservations".**

In short, most schools are not able to meet the mental health needs of their students AND most mental health treatment centers are not able to meet the educational needs of their clients/patients.

We have reached a critical stage in the evolution of the American educational system. As families, communities and other social institutions are becoming increasingly unable to meet the educational and developmental needs of its children and adolescents, the necessity for residential settings which can effectively address educational and developmental needs and concerns will undoubtedly increase in the near future.

Indian students deserve the option of attending Therapeutic Indian Residential Schools.

DISCUSSION OF CRITICAL ISSUES, QUESTIONS & CONCERNS

1. What is the trust responsibility of the US government to the Indian people, particularly the children and adolescents in the off-reservation boarding schools?

2. Is there a special role for "off-reservation" boarding schools within Indian education in the 21st century?

3. How will the involvement and participation of parents, families and tribal communities in the design and operation of the therapeutic residential schools be optimized?

4. Is becoming a "therapeutic" Indian Residential School an "enhancement and expansion" of existing programs or a comprehensive transformation of how student (and staff) education and development is designed and implemented.

5. Are therapeutic Indian Residential Schools a cost-effective method of meeting the needs of Indian students?

6. Will it be possible to implement a "therapeutic" model and process under existing BIA rules, guidelines, restrictions?

7. What is the role(s) of Indian health Services in providing mental health consultation, direct services, research administrative assistance to the Therapeutic Indian Residential Schools?

RECOMMENDATIONS

1. Taking and successfully completing a course in the history of Indian people in North America (pre and post Columbus) taught by Native American instructors be a requirement for ALL students and staff at the Therapeutic Indian Residential Schools.

2. Native Americans currently serving in the various branches of the United States armed services be allowed and strongly encouraged to fulfill their military obligation by teaching and working at the Therapeutic Indian Residential Schools, particularly those individuals with expertise in the areas of physical fitness, self-defense training, communications, computer technology, electronics, engineering, organizational and management skills.

3. The Therapeutic Indian Residential Schools should receive appropriate funding for a year-round educational and residential program, facilities and staff and should focus their student identification and selection efforts on specific geographical regions (particularly those within close proximity to school).

5. Therapeutic Indian Residential schools should conduct appropriate assessment of students prior to admission, including obtaining a clear commitment from the student (and family, if available) to actively participate in both the educational and residential programs and abide by the school's rules and code of conduct.

6. Roles and functions of existing programs within boarding schools (Special Education, Title I, IRG, Gifted and Talented, Severely Emotionally Disturbed, etc.) be integrated (subsumed) into the overall "therapeutic" educational and residential program.

7. Becoming a "contract" school within BIA (or "privatizing" the operations under tribal self-determination) should be a prerequisite to becoming a Therapeutic Indian Residential School.

8. Schools wishing to become Therapeutic Indian Residential Schools should restrict their populations to < 150 students during the transition phase of the project

SUMMARY

Transforming the Indian Boarding Schools of the past into Therapeutic Indian Residential Schools for the future is not a task or project to be (under)taken lightly, nor without sufficient resources and time.

The individual and institutional commitment to redefining and redesigning the commonly accepted definitions and practices of "education" to include the "therapeutic" development of Indian students will be the determining factor in the success of this effort.

Becoming a Therapeutic Indian Residential School is not a piecemeal, superficial change in policies and behavior(s). It is a fundamental transformation in the way a student's "education" is conceptualized, implemented, institutionalized and internalized.

In the final analysis, the single, most convincing and powerful reason for the boarding schools to continue to exist, as Therapeutic Indian Residential Schools **is the long term, potential value to Indian People of the community of tribal elders, students, families, staff, (coming together with) knowledge, skills, training, relationships, friendships; resulting in "insight acquired through shared experiences and understanding" that will be nurtured and evolved over time.**

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August 19, 1994

BY MESSENGER

The Honorable Daniel Inouye, Chairman
Committee on Indian Affairs
United States Senate
Washington, DC 20510

Dear Senator Inouye,

As Chairman of the Provisional Committee on Native American Child Health (PCONACH) of the American Academy of Pediatrics, I am writing in regard to the current status of the Bureau of Indian Affairs' "off-reservation residential schools" (ORRS). If possible, we would appreciate it if this letter were made part of the record of the Committee's June 10, 1994, hearing on this topic.

In our site visits to Indian Health Service Areas, we have on several occasions visited and heard about the ORRS, which have an importance beyond that reflected by the number of children and adolescents attending them (2623 students in seven schools, according to Dr. Tippeconic's testimony to your committee).

These schools have such a disproportionate importance because they often provide a last chance for children and adolescents who have problems too difficult for those on their home reservations to handle. Your committee has heard the testimony from Dr. Tippeconic and from Dr. Scott Nelson, of the Bureau of Indian Affairs and the Indian Health Service, respectfully, describing the multiple problems confronting these children by the time they reach the ORRS door.

Due to the importance of making this "last chance" successful for many of the ORRS's students, a disproportionate share of resources should be allocated to these institutions. We believe that providing high quality, labor-intensive, and comprehensive educational, emotional, and medical support for these students will be cost-effective in the long run; unsuccessful attempts at helping these children will consign many of them to lives of violence, substance abuse, and mental illness that will end up being very costly for them, their families, the Bureau of Indian Affairs, and the Indian Health Service.

Our visits to the Sherman Indian School in Riverside, California and the Chemawa School in Salem, Oregon, and our discussions about the Riverside School in Oklahoma and the Pierre School in South Dakota, leave us concerned that much work still needs to be done to make these schools fully responsive to the needs of their students. Nevertheless, we concur with the witnesses who rejected the possibility of closing the schools, because to do so would be to deny needy adolescents what may be their last opportunity for help in building better lives.

Strengthening the schools' abilities to work with their student bodies would be a much better course of action. The areas that we have seen as most in need of reinforcement are the dormitories and mental health clinics. The dormitory staffing in the schools we visited seemed quite inadequate. It appeared that the residential staff were able to serve only as policemen, rather than as advisors, counselors, and true parent surrogates able to instill pride in the students under their supervision.

Mental health efforts differ from one school to another, but seem inadequate in each of those with which we are familiar. It appeared that little is done to obtain a comprehensive picture of a child's disabilities, problems and strengths when he or she enters the school and that there is little preventative mental health care available when nascent or well-developed problems are identified. It is known that many of the students of the ORRS have learning problems, family problems, substance abuse problems, and severe behavior problems. Disproportionate funding for mental health services should be considered essential when dealing with these complex issues.

Our recommendations include the following:

1. The ORRS should be considered a permanent part of the educational and treatment facilities made available to Native American youth, and they must be strengthened.

2. An adequate intake assessment should be made of each student's emotional, physical, and educational problems and capabilities, and the assessments should be updated frequently.

3. There should be significant financial support to maintain a high ratio of residential advisors to students, as these staff members are crucial to the success of the schools and their pupils.

4. Mental health support for the students should be well-conceived and proactive, rather than haphazard and reactive. Mental health staff should be trained to address the special needs of disadvantaged Native American children away from home, family, friends, and culture.

The Honorable Daniel Inouye
August 19, 1994
Page Three

We hope that Congress will be able to find resources to be brought to bear for these children. Their well-being, and the well-being of their communities depend on it.

Sincerely,

Lance A. Chilton, MD
Chair, Provisional Committee on Native American Child Health

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